



REPORT

on

**REVISION OF CONSTITUTION, POWERS
AND DUTIES**

of

THE SCHOOLS COMMITTEE

of

THE BOMBAY MUNICIPAL CORPORATION

and on

**SOME EDUCATIONAL AND ADMINISTRATIVE
PROBLEMS OF PRIMARY EDUCATION
IN THE CITY.**

By:

**R. V. PARULEKAR, M.A. (Bom.), M.Ed. (Leeds),
T. D. (London).**

Special Officer.

CONTENTS.

PAGES

CHAPTER I

Introductory. 1-9

CHAPTER II

Constitution, Powers and Functions of the Schools Committee. 10-78

CHAPTER III

Transfer of management of the Educational Department under the Municipal Commissioner. 79-87

CHAPTER IV

The Bombay City Primary Education Act of 1920 :
Its working and suggestions to make it more effective. ... 88-158

CHAPTER V

Provision of Municipal-owned School Buildings. ... 159-180

CHAPTER VI

Adult Education. 181-199

CHAPTER VII

Pre-School Education. 200-205

CHAPTER VIII

Curriculum for Ordinary and Central Schools. ... 206-223

CHAPTER IX

Text Books for Schools. 224-234

CHAPTER X

Teaching of Hindustani in schools, 235-240

CHAPTER XI

Training and Refresher Classes for Teachers. ... 241-245

CHAPTER XII

Physical Training and Scouting in Municipal Schools. ... 246-257

CHAPTER XIII

Medical Inspection and Treatment : Milk Supply
and Mid-day Meals. ... 258-275

CHAPTER XIV

Leave Rules and removing the disparity, if any. ... 276-277

CHAPTER XV

Improving conditions of imparting education in
Municipal Schools. ... 278-309

✓ CHAPTER XVI

Summary of Suggestions. ... 310-338

APPENDICES : A, B, C, D and E. ... 339-404

CHAPTER I.

INTRODUCTORY.

1.—Appointment of the Special Officer and the references for Report.

The Municipal Corporation of the City of Bombay, under their Resolution No. 1618 of 14th March 1947, resolved as under :—

“That the Corporation are of opinion that a thorough examination is called for, of the constitution, powers and functions of the Schools Committee with a view to making its working more effective.

“2. That a copy of this resolution be forwarded to the Commissioner and the Schools Committee for information with a request to submit the necessary proposals at an early date for the appointment of a Special Officer to examine the working of the Free and Compulsory Primary Education Act, and to make suitable recommendations on the question including *inter alia* the points enumerated in the accompanying note.”

Note above referred to :—

- (1) The Powers and Functions of the Schools Committee, under the Municipal Act, Bye-laws, etc.
- (2) The question of Text Books for schools.
- (3) The Leave Rules for various employees and removing the disparity, if any.
- (4) Pre-school Education.
- (5) Adult Education.
- (6) Medical Inspection, Milk Ration for pupils, Mid-day Meals.
- (7) Ways and means to impart Compulsory Physical Training and Scouting in Municipal schools.
- (8) Provision of Municipal owned school buildings for schools.
- (9) The Curriculum for schools—ordinary schools and Central schools.
- (10) Teaching of Hindustani in schools.

- (11) Running of Training Classes and Refreshers Classes for Teachers.
- (12) The question of improving the conditions of imparting education in Municipal schools which would lead to greater efficiency.

2. Under Corporation Resolution No. 1516 of 1st March 1948, the Corporation, on the recommendation of the Municipal Commissioner, appointed me as the Special Officer to report upon the references mentioned above, and Mr. C. L. Bakshi, B.A., L.T., as Secretary to the Special Officer.

3. The Municipal Commissioner by his letter No. E/3475 of 8th March 1948 intimated to us of these appointments and we commenced our work on the 1st of April 1948 in the office of the Schools Committee, where all necessary conveniences were kept at our disposal by the Secretary, Schools Committee. Our office was closed at the end of December 1948.

4. It has to be mentioned that in dealing with various references, I have tried to give a short account of the growth and present position of each of the subjects treated in the Report. This has, no doubt, added a few pages to each chapter. In doing so, however, I have followed the convention generally observed in writing such reports, which are usually called for at great intervals. The historic background of a subject will bring home to the reader the volume of thought and care which the Schools Committee have given to it during the last forty years of its administration. The great number of men and women who have given their time and thought to the Schools Committee's affairs have tried their best to fulfil the obligations imposed upon them, of course, subject to limitations imposed by circumstances.

II.—Acknowledgements.

5. I must acknowledge my thanks to the Municipal Commissioner for recommending my name as Special Officer to the Corporation and also for making available to me the help of Mr. C. L. Bakshi as my Secretary. Mr. Bakshi's help has proved to be invaluable and that is the least I can say about him.

6. Miss K. Khandvala, the Secretary of the Schools Committee, has laid me under deep obligations by rendering all possible help. But for her whole-hearted co-operation, my task would have

been difficult. She supplied me with notes on almost all the references and these have definitely proved very helpful to me in my task. The Heads of departments under the Secretary, the Medical Officer (Schools) and representative Associations of the employees of the Schools Committee have also made my task easier by supplying me with notes and by meeting me for personal discussion whenever they were requested to do so. In fact, all along I felt as if I was once more one of the members of the Committee's staff. For, every one of them, whether officer or clerk, was ready to help me whenever I wanted his or her help. I must make particular mention of the services of Mr. B. K. Desai, B.A., who helped me much in his spare time and of Mr. Shaikh Abdul Karim A. Hamid, the energetic and willing clerk-typist attached to my office. I am grateful to the Schools Committee and their Secretary for all sorts of help rendered to me during the time I was engaged in the work of the Report.

III.—References.

7. The most vital reference made to me is a critical examination of the law and practice relating to the constitution, powers, functions, etc., of the Schools Committee and the enforcement of compulsory education in the City. These problems have been engaging the attention of the Corporation and of the Schools Committee for a pretty long time. The Draft Bill of 1939 submitted by the Corporation to Government for being enacted into an Act is the most important document that had to be critically examined with a view to finding out whether the provisions already made in the Draft Bill required modifications or alterations to suit the purpose of putting the administration of the Education Service on a sound and efficient basis. This has been done in Chapter II of the Report. The Bill was framed nine years ago. It aims at retaining the control of the education department with the Schools Committee, although certain executive powers are proposed to be conferred upon the Secretary, Schools Committee, to smoothen the day-to-day working of the department. The changes and modifications now suggested by me in the Draft Bill will serve to put the administration of the Service on a basis more efficient than what was contemplated in the Bill. Some of the changes suggested are formal and others, fundamental.

8. It has, however, to be submitted that time has now come when the Education Department of the Corporation ought to be put under the control and management of the Municipal Commissioner, transferring all executive powers from the Schools Committee to the Commissioner by a new Bill to be drafted for the purpose. The reasons for such a fundamental change have been dealt with in Chapter III of the Report. The expenditure on the Education Service of the Corporation will soon reach a figure which will require close attention and care of the Chief Executive Officer of the Corporation, *i.e.*, the Municipal Commissioner, who is responsible for the administration of all the other spending departments. In fact, the Education Department will have soon to be given a Deputy Municipal Commissioner of its own, if it is to be placed on a firm and sound basis for the good of the Service which hardly stands second to any other service in its magnitude and importance. The question of questions that will have to be decided by the Corporation before giving consideration to the suggestions made in my Report is : Whether the Education Service should continue to be controlled by a Schools Committee vested with executive powers or whether its control should be transferred to the Chief Executive Officer of the Corporation, who will be advised by a committee constituted for that specific purpose. Upon the decision taken on this fundamental question will depend the subsequent consideration of the various suggestions made in my Report, particularly in Chapters II and III. Personally I would strongly advise the Corporation to choose the second alternative, for, all things considered, the transfer of the Education Service under the control of the Municipal Commissioner is most essential for its effective administration.

9. One of the greatest handicaps from which the administration of the Education Service has suffered all these years, is the want of Government co-operation to the extent it deserves. It has been shown in the Report that both the Corporation and the Bombay Government have not shown towards each other the trust and goodwill which are essential for the progress of this great educational venture. To be fair and just, it must be submitted with due respect that Government's attitude towards the educational service ought to have been more sympathetic than what it was. The Corporation and the Government should now come to an understanding so that both may contribute their due share towards the progress of the cause of education in the City. Already enough harm has been

done to the cause of primary education in the City due to lack of necessary co-operation between the two great bodies. The sooner this deadlock is ended, the better for all concerned. The Shroff Committee Report, it is hoped, will prove an earnest of things to come in the near future.

10. While mentioning the Shroff Committee Report (Report on the Bombay Municipal Finances Committee), it will not be out of place to refer to the following recommendation of the Committee which relates to the financial co-operation between the Corporation and the Government of Bombay (Report page 32):—

“The grant for Primary Education should be equal to 25 per cent of the approved expenditure subject to a maximum of Rs. 25 lakhs.”

The Committee recommends that the Government grant for primary education in the City of Bombay should be 25 per cent of the approved expenditure on the analogy of the Government's contribution to the Ahmedabad Municipality on its approved expenditure on a *voluntary* scheme of primary education (*vide* page 25 of the Report).

The Report, however, adds (page 25):

“However, if any of these Municipalities introduced compulsory primary education *subsequently*, Government will bear one-half of the additional cost.”

This is in accordance with Section 42(1) of the Bombay Provincial Education Act of 1947. I have nothing to say about the present policy of Government to restrict their contribution to 25 per cent of the approved cost of primary education in the Ahmedabad Municipality. That is a question which is left to the discretion of Government under the Education Act of 1947, in the case of a *voluntary* system of primary education. But the case of the Bombay Corporation does not come under that category of expenditure. The Corporation have already introduced compulsion in the whole of the City from January 1940. At that time also, Government was pledged under the then existing Provincial Education Act to contribute 50 per cent. of the expenditure on approved schemes of compulsion, as is the case at present under the 1947 Act. Government did not commit themselves to any definite promise of grant when they approved of the Corporation's scheme for introducing

compulsion in the whole of the City, for reasons best known to themselves. The Corporation thought that they should not wait for Government's promise of help but take immediate steps to execute the scheme of compulsion. It is, therefore, fair and just that the Government contribution to primary education in this City should be fifty per cent. and not twenty-five per cent. as in the case of the Ahmedabad Municipality which has only a *voluntary* system of primary education so far. Not to do so will be a great injustice to the Bombay Corporation and it will only add to their financial loss, and that too permanently, which the Corporation have been suffering all these years. The clear difference between the case of the Bombay Corporation and that of the Ahmedabad Municipality should not be lost sight of in arriving at a satisfactory solution of Government contribution to the Corporation for primary education.

11. The limit of Rs. 25 lakhs which the Shroff Committee recommends for Government contribution for primary education to the Corporation has also no justification whatsoever. There is hardly any parallel in practice to this suggestion either in this country or abroad. Once the percentage of contribution on the *approved* expenditure is fixed, the maximum amount of grant cannot, by any canons of justice and equity, be limited to any amount whatsoever. It will be open to Government, of course, not to consent to be a partner to any items of expenditure or scales of expenditure on any approved item or items. That is the way by which Government can control the expenditure for which they are to be a partner. In the case of the Bombay City, the fact that the City's population has almost been doubled during recent years, will obviously lead to a substantial increase in its primary education budget. Government ought not to ignore this factor over which the Corporation have no control. It is, therefore, submitted that [the Shroff Committee's recommendation to limit the maximum amount of Government grant for primary education in the City to Rs. 25 lakhs should not be accepted in any settlement that may be arrived at in future between the Corporation and the Government.]

IV.—Priorities.

12. Before closing this introductory chapter, I have to point out that along with the two all important questions (1) of amendment of the Act and (2) of settlement with Government in the matter of their

contribution, the Corporation should take up the question of assigning priorities to certain items and giving others a comparatively subordinate place in the scheme of improvement and expansion of their educational service. In my opinion, the question of an effective enforcement of compulsion deserves top priority. Ways and means to achieve this object have been fully described in Chapter IV of this Report. But this [the] problem of bringing in all non-attending children to school cannot be effectively solved unless the problem of providing Municipal-owned school buildings is also taken in hand simultaneously. In fact, the two problems are so inter-dependent that it is impossible to solve one without giving the same priority to the other. The question of having Municipal-owned school buildings, therefore, must also receive top priority equally with that of non-attending children.] Ways and means to accelerate a building programme have been suggested in Chapter V of the Report.

13. I would not hesitate to affirm that to bring in all school-age children to school, to stabilise their attendance and to provide them with decent accommodation and teaching staff is the first requirement of a good system of education. That is what is learnt from the experience and practice of other countries which have now achieved great advancement in education.

14. Everybody will, of course, appreciate the keenness of the Corporation for chalking out a programme of milk supply to the needy children of the City's schools. It is a matter of pride that the Corporation should be prepared to undergo expenditure on a large scale, if necessary, to give a fair deal to such children. Even then, if first things are to be placed first, the Corporation ought to give prior consideration to the two problems mentioned above and when they are well attended to, they should certainly take up other questions which promote the welfare of only a section of the great number of children in the City's primary schools. What England has done in these respects has amply been shown in the Report. In these days, money is required for every improvement, whatever its extent and effect, in the educational as well as other systems of administration. Financial considerations are bound to come in the way of doing everything necessary in all fields of the educational service. Once more, therefore, I would earnestly request the Corporation to give their very serious consideration to things that ought to be attended to in the Education Service, by assigning to each such measure the priority it deserves. That is the only way to progress

and reform which will bring lasting good to the City's school-going population. Indications for such considerations will be found in the pages of this Report.

15. Two more topics deserve early consideration at the hands of the Corporation. Adult Education for the removal of illiteracy from amongst the adult population of the City is a problem which is intimately connected with the programme of compulsory primary education of the City's children. The Corporation should take a far greater share in this important work than they have been doing at present (Chapter VI). There is a suggestion made in Chapter XV dealing with ways and means to promote efficiency of teaching in schools, to the effect that the Corporation should start and maintain, as a part of their Education Department, a small section exclusively devoted to 'Experiments, Investigations and Research.' The scope of this section and the effect of its findings on the department of Education itself are described in Chapter XV, paragraphs 34-40. The expenditure on this section will be comparatively small and yet its effects in vitalising the system of education will be so great and lasting that I would earnestly request the Corporation to give their serious consideration to the proposal.

V.—Appendices.

16. Attention is invited to the appendices given at the end of the Report. It is hoped they will be found useful and instructive.

Part I of Appendix A supplies to the reader the full text of the Draft Bill of 1939 submitted to Government for being enacted into law, additions and alterations suggested therein by the Remembrancer, Legal Affairs, Government of Bombay, and subsequent suggestions or comments made thereon by the Municipal Solicitors. Part II of the Appendix refers to necessary amendments to be made in certain other sections of the Municipal Act in order to fill in *lacunae* in the Draft Bill. The Municipal Solicitors have proposed the required amendments. They appear to be necessary.

Parts I and II of Appendix B supply instructive statistical information based on *sample* investigations made with the purpose of ascertaining the reasons for which children leave school in the middle of their school career, the extent of such drop-outs and also causes which hold back children of school-age from attending schools, along with the extent of their operation.

Appendix C refers to the proposed 'Districts' and the composition of the 'District Committees' to help the administration in the work of enforcement of compulsion (Chapter IV).

Appendix D gives the full text of the Bombay City Primary Education Act (Bombay Act XV of 1920) and the Rules thereunder for ready reference.

Appendix E supplies important statistical information in connection with the Municipal-owned and rented school buildings, and gives an idea of the available area in square feet for one child in hired school premises (based on sample investigation) and a list of the 19 sites reserved by the Corporation for constructing school buildings, but which are still lying vacant.

17. I am deeply grateful to the Corporation for giving me an opportunity to suggest ways and means to put their Education Service on a sounder and more effective basis according to what I feel and in the light of my experience in the past as an official of the Corporation.

CHAPTER II.

Constitution, powers and functions of the Schools Committee as proposed in the Draft Bill of 1939 ; Comments and Suggestions.

1. The Corporation, under Corporation Resolution No. 385 of 17th August 1939, decided to submit to Government for enacting suitable legislation a Draft Bill further to amend the City of Bombay Municipal Act III of 1888 to be called the City of Bombay Municipal (Amendment) Act. The object of this Bill is 'to enlarge the powers of the Schools Committee in such a manner as to give proper legal sanction for the exercise of such executive powers as are now found necessary and to remove inconsistencies in the Act.' It is thus clear that the Corporation as it was composed in the year 1939 was of the opinion that the main structure of the administration of the Schools Committee should be kept as it then existed, and in order to make its working free from legal inconsistencies and also more effective, certain additions and alterations in the existing law should be introduced in the Act.

2. The Draft Bill submitted to Government in the year 1939 was the result of a very careful consideration of the whole problem pertaining to the constitution, powers and functions of the Schools Committee, on the part of the Schools Committee, the Municipal Commissioner, the Law, Revenue and General Purposes Committee, the Municipal Solicitors and the Corporation. Even the Remembrancer of Legal Affairs of the Government has subsequently examined the Draft Bill critically and offered his suggestions. It appears that matters had come to such a head in 1944 that the Bill was about to be enacted into law as Governor's Bill inasmuch as the administration of the Province was then vested in the Governor under Section 93 of the Government of India Act, 1935. Government, however, did not consider the legislation as sufficiently urgent to warrant a Governor's Act and thus the Bill has remained pending so far.

3. The Draft Bill of 1939 along with allied papers has been now referred to the Special Officer for 'a thorough examination.' I, therefore, thought it my duty to examine critically the text of the Draft Bill along with the allied papers and to make such recom-

mendations for alterations or modifications in the Bill as I think proper.

4. A copy of the Draft Bill embodying all its clauses together with the comments of the Remembrancer of Legal Affairs and consequent suggestions of the Municipal Solicitors is given in Appendix A (Part I) for ready reference. In Appendix A (Part II) are given certain sections of the Municipal Act subsequently proposed to be amended so as to leave no *lacunae* in the Draft Bill. The sections of the existing Municipal Act referred to here are Sections 124, 131, 133, 134 and 135. The Municipal Commissioner after consulting the Municipal Solicitors placed before the Law, Revenue and General Purposes Committee, the draft amendments to the sections mentioned above, together with the consequent amendment in the Statement of Objects and Reasons, appended to the Draft Bill. These papers were considered by the Law, etc., Committee and they under their Resolution No. 346 of 11th March 1948, recommended to the Corporation that the matter should be referred for consideration and report to the Special Officer and accordingly the Corporation under their Resolution No. 73 of 19th April 1948 sent it on to the Special Officer.

5. In addition to the papers mentioned above, consideration has been given to Section 62-C of the Municipal Act which requires amendment to suit the amendments suggested in other sections.

6. In Chapter III of this report [a definite suggestion has been made by me to transfer the control of the Education Service of the Corporation to the Municipal Commissioner] but as the Corporation desires me to give my views and suggestions on the Draft Bill of 1939 together with all pertinent papers on the subject, I feel that I must in the first place discuss fully the question of the constitution, powers and functions of the Schools Committee as they are already incorporated in the Draft Bill. This Bill does not propose any fundamental alterations in the constitution of the Schools Committee. It attempts to facilitate administration by conferring certain additional powers on the Schools Committee and by transferring certain of its executive powers to the Secretary, Schools Committee (Education Officer). Beyond this, the Bill does not aim at effecting any fundamental alteration in the constitution of the Schools Committee. The Corporation will have now to decide whether they would like to adhere to their opinion (expressed in the Statement of Objects

and Reasons in the Draft Bill) of continuing the Schools Committee as a statutory *executive* body with enlarged powers or whether they would prefer to make the Schools Committee more or less an *advisory* body by transferring all executive powers to the Municipal Commissioner as suggested in Chapter III of this report. If the Corporation decide to adhere to the first alternative already approved by them, the comments and suggestions given in this Chapter will be useful in revising the Draft Bill of 1939. If, however, they decide to adopt the second alternative, an altogether new Bill will have to be drafted and submitted to Government for further action. In the latter alternative of preparing a new Draft Bill, some of the suggestions made in this Chapter will also be found to be useful.

7. In the following paragraphs of this Chapter, I have discussed critically the various sections of the Draft Bill and made definite suggestions for alterations or modifications in them. Some of the suggestions are nominal and others are fundamental being calculated to effect changes both in import and spirit.

The Name 'Schools Committee'.

8. The name 'Schools Committee', (appearing in Clause 4 of the Draft Bill), was given to the Committee charged with the administration of Municipal Primary Schools in the Bombay City. Before the passing of the Bombay Provincial Primary Education Act of 1923, the bodies which supervised Primary Schools in Municipal areas were called 'Schools Committees'; but after 1923, these Municipal Schools Committees came to be styled as Municipal School Boards. The proper name to be given to the Bombay Municipal authority which looks after the administration of Primary schools should either be 'Bombay Municipal School Board' as is the case today with Ahmedabad, Poona, Sholapur, etc., or it should be given a special name to distinguish it as a body appointed by a 'Corporation' from other Municipal authorities appointed by Borough Municipalities in the Province as has been the case in the past. The name to be given to the Bombay Municipal authority in charge of Primary Education should in that case be 'Education Committee.' The corresponding body of the Madras Corporation is called 'Education (Standing) Committee' and of the Calcutta Corporation 'Primary Education Standing Committee.' The Committee in charge of Education belonging to *all* local authorities in England are also called Education Committees.

**Whether the 'Schools Committee' Recommended to
be named 'Education Committee' should be
styled as one of the Municipal
Authorities :—**

9. As the Municipal Act stands today, Section 4 gives only three Municipal Authorities, *viz.*,

- (A) a Corporation ;
- (B) a Standing Committee ;
- (C) a Municipal Commissioner.

The Law, Revenue and General Purposes Committee at their meeting held on 7th July 1939 for the consideration of the Draft Bill embodying the 'amendments to the Municipal Act for revising the constitution, powers, functions, etc., of the Schools Committee' decided to delete Clause 3 of the original Draft Bill which had suggested the inclusion of the Schools Committee as an additional Municipal Authority under Section 4 of the Municipal Act. This deletion was subsequently accepted by the Corporation and the Draft Bill submitted to Government in 1939 under the Mayor's letter, dated 30th September 1939, did not therefore include the Municipal Schools Committee as an additional Municipal Authority under Section 4.

10. When the Draft Bill was considered by the Remembrancer of Legal Affairs of the Bombay Government, he thought it necessary to constitute the Schools Committee as an additional Municipal Authority under Section 4 of the Act. The Municipal Commissioner referred this question, among others, to the Municipal Solicitors who in their letter of 29th June 1942 gave their clear opinion that the Schools Committee should be constituted as a Municipal Authority under Section 4 of the Act as proposed in the Bill originally drafted by them. They added, "In view of the powers now to be conferred upon the Schools Committee, it is illogical that the Committee should not be designated as a Municipal Authority in Section 4."

11. Taking into consideration the hard fact that the Schools Committee has been delegated with large executive powers affecting a substantial proportion of the finances of the Corporation and the service conditions of a large number of Municipal employees, it is but fair and just that the Committee should be recognised under the Act as one of the Municipal Authorities. Not to do so would be "illogical" as said by the Municipal Solicitors.

Constitution of the Schools Committee.

Composition of the Schools Committee.

12. *Number of Members.*—The Schools Committee at present consists of 16 Members, twelve of whom must be Councillors and four must be persons whose names are entered in the Election Roll but who are not Councillors. Of these four, two must be women. No change has been proposed in the Draft Bill so far as this composition of the Schools Committee is concerned.

13. *Number of Councillor Members.*—At present the two Committees, *viz.*, the Standing Committee and the Schools Committee, are the two statutory Committees which are invested with executive powers. Prior to the year 1920, both these committees consisted of twelve Members, all of whom were Councillors. The Bombay Act XV of 1920—the ‘Act to provide for the extension of Primary Education in the City of Bombay’—introduced for the first time the element of co-optation in the composition of the Schools Committee, following the practice available in the administrative system of education under local authorities in England. The framers of this Act of 1920 retained the number of Councillor Members at twelve in the case of the Schools Committee as was the case with the Standing Committee at that time. In the year 1922, however, the number of Members of the Standing Committee who are all Councillors was raised from twelve to sixteen, perhaps due to the raising of the total number of Councillors from 72 to 106. If the policy of having sixteen *Councillor* Members (instead of twelve) on an executive committee (the Standing Committee) was adopted due to the increase in the total number of Councillors, it would be reasonable to expect to have the same number of Councillors on the other executive committee, *i.e.*, the Schools Committee. It is true that the total number of Members on the Schools Committee was sixteen in the year in which it was proposed to raise the number of Members of the Standing Committee from twelve to sixteen; but the fact that of the sixteen Members of the Schools Committee only twelve were Councillor Members seems to have escaped the notice of those who proposed the change in the case of the Standing Committee. In an executive committee like the Schools Committee, consisting of Councillor and Non-Councillor Members, it is only the Councillor Members who can defend and pilot in the Corporation the various proposals and schemes particularly relating to finance.

It is, therefore, essential that the number of Councillor Members in the Schools Committee ought to be raised to sixteen as was done in the case of the Standing Committee in the year 1922.

14. *Number of Non-Councillor Members.*—The number of Non-Councillor Members at present is four. Under Section 39(1)(a) of the Municipal Act, these four Members shall be persons whose names are entered in the Election Roll but who are not Councillors. Two out of the four Members must be women.

15. In view of the recommendation made above to increase the number of Councillor Members on the Schools Committee from twelve to sixteen, the question arises as to whether there should be a corresponding increase in the number of Non-Councillor Members (who are now four) also. The purpose of appointing Non-Councillor Members on a statutory committee like the Schools Committee is to make available to the Committee, expert advice on various educational problems the Committee may have to tackle. The London County Council in its Scheme for the Education Committee lays down—‘The Members of the Committee who are not Members of the Council shall be selected from persons of experience in education and persons acquainted with the needs of various kinds of schools in the Administrative County of London.—(Standing Orders of London County Council-1944, page 207). In the constitution of the Manchester Education Committee, it is laid down that the Non-Councillor Members on the Committee shall be persons of experience in the management or administration of various types of educational institutions.

16. It appears that the object of appointing Non-Councillors as Members of the Schools Committee in the Act XV of 1920 was that in view of its increased responsibilities, the Schools Committee should be ‘enlarged and strengthened by the addition of outside educationists’ (*Vide* page 1893 of the Corporation proceedings of the year 1937).

17. In the case of the London and Manchester Education Committees the number of Non-Councillor Members is twelve out of fifty and thirteen out of thirty-three, respectively, but this number includes not only persons experienced in the management of Primary Education but also of educational institutions of various types other than for Primary Education. In both these cities, and particularly in London, there is a great variety of educational services of post-

primary type, including secondary, vocational, technical and University courses. Besides, there are 'Continuation' courses for adults and special schools for physically and mentally defective children and all these are directly under the control of the Education Committees. In Bombay, as matters stand to-day, the liabilities of the Corporation in the field of education are confined to Primary Education only and, therefore, it seems, the present number (four) of Non-Councillors on the Schools Committee need not be increased. If the duties of the Schools Committee be hereafter extended and made applicable to new educational activities, it may be found advisable to increase the number of Non-Councillor Members for expert advice.

Qualifications of Members of the Schools Committee.

18. *Councillor Members.*—Should any educational qualifications be laid down for the 'Councillor' Members who are to be members of the Schools Committee ?

A perusal of Section 4 of the Provincial Education Act of 1947 shows that in the case of School Boards of authorised municipalities, some minimum educational qualification is laid down for the majority of their members, but the case of the Bombay Municipal Corporation should be treated on its own merits. [In the enlightened and progressive Corporation, there is a large number of Councillors of high educational qualifications available for being elected as Members of the Schools Committee and it would not be unreasonable therefore to expect that the Corporation would select Members on the Schools Committee with adequate educational qualifications. It may be noted that in England where large number of educationally qualified persons are easily available for selection on the Education Committees, no educational qualifications are laid down for their membership.]

Non-Councillor Members.

19. Should any qualifications be laid down for the Non-Councillor Members ?

These Members are co-opted with the distinct object of securing for the Schools Committee expert advice from 'outside educationists' or in the words of the Scheme of the London

Education Committee, of 'persons of experience in education and persons acquainted with the needs of various kinds of schools'. In order to achieve this purpose, it will be necessary to lay down certain minimum academic qualifications and period of experience in the field of education for the Non-Councillor Members.

They should be as under :—

(a) A head of a recognised Primary school in the City of Bombay provided he has passed the Matriculation Examination of a recognised University or its recognised equivalent and has served as such in the school for not less than ten years.

(b) A graduate of a recognised University provided he has served as the head of a High school (recognised by the Department of Education) for not less than ten years.

OR

(c) A graduate of a recognised University provided he has been a professor for not less than 5 years in a college affiliated to a statutory university in the Province of Bombay.

OR

(d) A graduate of a recognised University and who has served for not less than 5 years as an Educational Officer in charge of direction and supervision of schools in a Government or Municipal Educational Department in the Province of Bombay.

OR

(e) A graduate of a recognised University who has been a member of the Bombay Municipal Schools Committee for an aggregate period of not less than 5 years.

Explanation.—In the case of (b), (c), (d) and (e) a person who has obtained an educational qualification which has been recognised by the Government of Bombay as equivalent to the qualification of a graduate shall be considered to be 'a graduate of a recognised University'.

20. The fact that the proceedings of the Schools Committee are at present carried on in English requires that its Members should have adequate knowledge of the English language and as such it is proposed to lay down a minimum qualification of the Matriculation

Certificate for those who are to be selected from among persons whose experience as Head masters is confined to Primary schools only. In other cases, the minimum qualification suggested is that of a graduate.

21. So far as experience in the field of education is concerned, the period proposed in the case of Head masters of Primary and High schools is ten years and in the case of professors in colleges, it is 5 years. The reason of prescribing 5 years' experience in the case of a professor is due to the fact that now a days 'professors' in colleges are persons not only of high academic qualifications but in the majority of cases they have to serve as lecturers before they are promoted as professors. Qualifications recommended for Heads of primary and high schools and for professors in colleges are generally in accordance with qualifications laid down for them for being elected as members on the Provincial Board of Primary Education, whose duty, among others, is to 'advise the Provincial Government generally on all matters connected with Primary Education' (*vide* Sections 58 and 59 of the Bombay Primary Education Act of 1947).

22. In the case of persons who have experience of educational administration, a period of five years is considered enough because such persons do not rise to such responsible posts unless they have rendered long previous service in the teaching and/or administrative lines.

23. As an exceptional case, however, consideration is given in favour of those *graduate members* who have rendered valuable service of not less than five years as members of the Bombay Municipal Schools Committee so that they may not be altogether prevented from rendering further service in the field of Primary Education. The volume of educational and administrative work carried on by the Schools Committee is so large and of such varied types that a person who serves on the Committee for a period of five years may surely be considered to have sufficient experience in the field of education so as to enable him on the strength of such experience to be a Non-Councillor Member of the Schools Committee.

24. *Women Non-Councillor Members : Their number :*

According to the statutory requirements, [*vide* Section 39(1)(a) of the current Municipal Act] out of the four Non-Councillor Members of the Schools Committee two must be women. This was laid

down for the first time in the Act in the year 1920. It should be noted that in the year 1920, there were hardly any women Councillors on the Corporation and hence there was no possibility of having any women Councillor Members on the Schools Committee. It was, therefore, right that in the Act of 1920 statutory provision was made for two women Non-Councillor Members on the Schools Committee. Things have, however, changed since then. Today (1948) there are six women Members on the Corporation of whom four have been elected as Councillor Members of the Schools Committee. It is, therefore, reasonable not to prescribe the minimum number of women (two) Non-Councillor Members to be elected on the Schools Committee as has been the statutory condition at present. It must be admitted that there must be some women Members on the Schools Committee whether they are Councillors or Non-Councillors; but the Corporation should be free to elect women Non-Councillor Members on the Schools Committee according to the requirements of the situation arising at each such election. It is, however, necessary to make statutory provision in the Act that *women as well as men* shall be included among the Members of the Schools Committee. It may be noted that such a general provision has been made in the constitution of the Education Committee of the London County Council.

25. *Their qualifications.*—The policy of the Provincial Government as expressed in Section 4(6) of the Education Act of 1947 is to have at least one woman member on each of the District and Municipal School Boards of the Province. No educational qualification has been prescribed for this seat, presumably on the supposition that it may not be possible in an extreme case to have a woman of any prescribed educational qualification carrying the confidence of the electing body. So far as the remaining seats are concerned, some educational qualification, however meagre it may be, has been prescribed for men and women whether they may be members of the electing body or outsiders. One need not enter here into the justification or otherwise of this policy of the Provincial Government in prescribing no qualification whatsoever for the single seat specially reserved for women. In the City of Bombay however, there are so many women with high educational qualifications serving in schools and colleges that there will be no dearth of candidates with suitable educational qualifications and experience to be selected on the Schools Committee as Non-Councillor Members. It may be noted

that the question of the educational qualifications of the Non-Councillor Members of the Schools Committee was discussed in a report of a Sub-Committee of the Law, Revenue and General Purposes Committee, dated the 8th March 1935 (*vide* Corporation proceedings of 18th March 1937, pages 1896-98).

26. *Residential Qualifications for a Non-Councillor Member.*—Act XV of 1920 laid down for the first time conditions governing the co-optation of the Non-Councillor Members on the Schools Committee. The residential qualification for such a Non-Councillor Member in that Act was only confined to the words 'resident in the City of Bombay.' Subsequently in 1938 by an amendment of the Municipal Act, a change was made in the residential qualification of such a member and it was laid down in Section 39(1)(o) that his name must be 'entered in the election roll.' This change does not seem to be a desirable one, inasmuch as suitable candidates may, for various reasons, miss the chance of having their names entered in time in the electoral roll and the Corporation may, therefore, lose the opportunity of selecting some of the best candidates available in the City.

27. Besides, in the annual election of such candidates due to the retirement by rotation of one-half of their number, the condition of the inclusion of their names in the electoral roll will certainly be a great handicap. For, once the name is missed, it will not be there for a period of about four years. Considering the technical difficulties that may thus come in the way of securing services of some of the most highly qualified and competent educationists in the City, it is suggested that the minimum residential qualification to be laid down in this connection should be residence in the City for a period not less than 6(six) months prior to the date of election, such residence being certified by a competent authority. It may be here noted that in the Provincial Education Act of 1947, the residential qualification for members of the District and Municipal School Boards is restricted to six months [*Vide* section 5 (b)].

28. *Age Qualification.*—When the name of a person is entered on the Municipal electoral roll, it necessarily follows that he is not less than twenty one years of age [*vide* Section 11(2)(a) of the Municipal Act]. If the recommendation made above to restrict the residential qualification of a Non-Councillor Member to a period not less than six months is accepted, the question of the age of the

candidate remains undefined. As it is necessary to prescribe some age limit for such a candidate, it is suggested that he should be twenty-five years or more on the date of election. This age limit is in accordance with that prescribed for School Board members in the Provincial Education Act of 1947 [vide Section 5(a)].

Disqualifications of Non-Councillor Members of the Schools Committee.

29. Section 49-B of the Draft Bill prescribes the disqualifications of the members (both Councillor and Non-Councillor) of the Schools Committee. Of these disqualifications, the one relating to persons 'interested' in any institution or school which receives a donation or grant-in-aid from the Schools Committee or the Corporation deserves re-consideration. If the disqualification remains as it is, no head of any recognised private Primary school or of a High school which has an organically connected primary section, shall be eligible for membership of the Schools Committee. It is only when he retires and ceases to be 'interested' in his institution that he will be eligible for co-optation on the Schools Committee under the present prescribed condition. It will be admitted that persons experienced in primary education, while still in service, will certainly be better fitted in certain respects to advise on matters educational. The object of excluding by a statutory provision such persons connected with private primary educational institutions aided by the Municipality seems to be to avoid the possibility of their securing undue gains in favour of their institutions. [It will not, however, be possible for them to misuse their position, now that the award of grant-in-aid to private primary schools by the Municipality is governed by definite rules of assessment which do not leave any scope for undue pecuniary advantage to any management. It is, therefore, not proper to disqualify the Heads of such schools from being elected on the Schools Committee.]

30. It may also be noted that the clause disqualifying persons connected with private primary aided schools was introduced in the year 1930 when definite rules governing the award of grant-in-aid to private primary schools in the City were not framed. A Grant-in-aid Code for the City primary schools came in force in 1932. One must admit that this suggestion of conferring eligibility for a membership on the Schools Committee to educationists serving in

private primary aided schools in the City, deserves serious consideration inasmuch as it is at variance with a policy which has been generally adopted not only by the Corporation but even by the Provincial Government under Section 5(g) of the Bombay Provincial Education Act, 1947. Under that section 'an employee or a teacher in any approved school' is disqualified from being a member of a School Board. Here an 'approved school' means a primary school maintained, aided or recognised either by Government or by a School Board [vide Section 2(2) of the Act]. This means that even Heads of primary aided schools are excluded from being elected on a School Board.

31. The practice followed in England, however, seems to be different. There, no disqualification is applied for the membership of the *Education Committee only*, to person by reasons of their holding office in a school or college, *aided*, provided or maintained by the Council (vide page 392, Owen's Education Acts Manual, 22nd Edition, 1923). That effect has been given to this clause in some cases, will be seen from the following quotations :—

- (1) "Local Education Authorities have usually included in their Education Committees a substantial number of 'co-optative' members, sometimes representing various 'interests' such as those of teachers or voluntary schools." (Selby-Bigg—The Board of Education, 1927, p. 191).
- (2) "He (Education Officer) is quietly helped, however, by the practice which has become fairly common in the country of allowing representatives of the teachers, secondary, technical, and elementary, to serve as members of the authority, *i.e.*, the Education Committee." (The Year Book of Education—London—1932, page 44).

From the above quotations, it would be clear that the policy followed in this respect in England is to encourage co-operation of teachers *in service* by co-opting them on the Education Committees.

32. In England no statutory bar has been placed against the election on the Education Committee of teachers serving in institutions maintained by that committee or aided by it. In the proposal made above, it is suggested that the disqualification imposed on persons 'interested' in aided schools should be removed. The question naturally arises, why not also remove, as is done in England,

the disqualification imposed on teachers serving in Municipal schools so as to make them eligible to be co-opted on the Schools Committee ? It is not, however, recommended here to remove this disqualification for the following reason. There is a fundamental difference between the powers of the Bombay Schools Committee and those of the Education Committees in England so far as fixing of salaries and other emoluments of Municipal teachers are concerned. The Schools Committee enjoys at present the power and privilege of fixing the grades of salaries and other emoluments of Municipal teachers and even to put these into practice, if funds at their disposal permit. That power and privilege the Committee may continue to enjoy under the revised Draft Bill. The Education Committees in England on the other hand have no powers to increase or decrease the emoluments of their teachers as these emoluments are standardised by the Central Government for the country as a whole, in consultation with representatives of the teaching profession and those of the Local Authorities. Therefore, there is no prospect of a member or members of an Education Committee to come forward with proposals for revising the emoluments of teachers. Hence, a teacher-member of an Education Committee is not in a position to raise issues involving liabilities calculated to promote financial interests of his profession, for he knows that no useful purpose will be served by raising such issues there. He, therefore, devotes his attention as a member of the committee to problems relating to the improvement of tone and standard of education. So long as this fundamental difference exists, it is not advisable to remove the disqualification which exists today.

Term of office of the Schools Committee.

33. Under the present Act, the life of a Schools Committee is concurrent with the life of a Corporation, *i.e.*, four years [Section 7(1) of the Municipal Act]. Each year in April, one-half the number of members (*i.e.*, 8 in the present case) is to retire subject however to re-election. At the end of the first year, names of retiring members are determined by lot; while in subsequent years, those who are longest in service must retire. In this procedure, if retiring members are not re-elected (which contingency is theoretically possible) the effect will be that there will be no member on the Committee who has put in more than two years during the four years' life of a Schools Committee. As the Schools Committee is a statutory body entrusted

with large independent executive powers which have to be judiciously exercised from day to day, it is desirable that the members, at least a majority of them, should have intimate knowledge of the working of the system which can only arise out of fairly long experience. The present system seems open to the following objections:—

- (1) The system of selecting names for retirement by lot is likely to have an adverse effect on the efficiency of an executive committee like the Schools Committee. It is possible that as a result of the lot some members who may be taking very keen interest in the Committee's affairs may be removed and may not be returned back.
- (2) As a consequence of the lot system at the end of the first year, members with the longest service have to retire in each of the subsequent two years, irrespective of their merits. This is also discouraging.

34. In order to remove the defects in the present system, it is desirable to evolve a system wherein the element of chance (lot) is eliminated and continuity of membership assured to those who render good and meritorious service as assessed by the Corporation. The advantage of continuity of service may be easily secured by giving to all members of the Schools Committee, when once elected, four years' term of office as in the case of the Corporation. Such continuity is assured to the members of the District and Municipal School Boards under the Provincial Education Act of 1947 [Section 4(10)(b)]. But this system is also defective because it gives no opportunity to the electing body (here the Corporation) to remove such members as in their opinion may not be rendering service to their satisfaction. The Corporation which is ultimately responsible for the work of the Schools Committee must have the authority to re-elect the Schools Committee annually so that those who in their opinion are fit may be retained and those who are not so may be replaced by others. Under such a system, the element of chance will altogether be eliminated and continuity of membership to those who deserve it will be assured. [The London County Council has adopted this system of annual election of its Education Committee (*Vide* Standing Orders of the Council, page 208). It may also be noted that in London not only the Education Committee but also other Standing Committees are annually appointed (*Vide* page 51, *ibid*).]

Chairman of the Schools Committee.

35. The present practice is to elect a Chairman every year, though a retiring Chairman is eligible for re-election as a Chairman [Vide Section 39(3) of the Municipal Act]. A convention, however, seems to have been recently established whereby the Chairman not only retires every year but he does not seek re-election to the Committee even as an ordinary member.

36. It has been already stated that the Schools Committee is a statutory executive committee charged with the direction and supervision of a large establishment and control of large expenditure. Continuity of tenure on the part of the members is, therefore, a great asset to its efficient working. The Chairman of the Schools Committee by the very duties of his office is the one person who more than any other member comes from day to day in close contact with the working of the Committee's affairs and yet under the present practice, he is the one member who has to sever his connection altogether with the Committee at the end of one year's service as a Chairman. By the time he acquires experience of the working of the system in detail and is in a position to suggest and carry out improvements for better working of affairs, both educational and administrative, he has to prepare himself to say good bye to the Committee and its affairs. An enthusiastic member soon after his election to the chair may take up some project or projects for improving a corner of the Committee's activities. He may be able to get the whole-hearted support of his colleagues and may lay by the necessary funds; but by the time the schemes mature and are about to be brought into practice, he leaves for good. His successor may or may not continue to take equal interest in his predecessor's schemes. This is not merely a theoretical possibility. In the past, things have happened which confirm the fear expressed above. It must be pointed out that in a committee like the Schools Committee, the Chairman is perhaps the only person who can with the suggestions and co-operation of his colleagues and departmental officers plan and execute schemes for improvement in education and administration. It is hardly possible for him to bring to the final point most of such schemes in a year's time. The surest measure to make the Schools Committee responsible for taking up from time to time schemes for an all round improvement in its working is to select a right person to the chair of the Committee and to keep him at the helm of affairs for a sufficiently long time.

37. In England the life of a Municipal Council is usually for three years and the (Standing) Committees are appointed every year. It is suggested on good ground by an eminent authority that 'a three year limit should be laid down to continuous tenure of any committee chair.' (A City Council from Within, by E. D. Simon, page 95). At present the life of a Bombay Municipal Corporation is four years. On the analogy of the recommendation made by Mr. Simon above, it is suggested that a convention should be established to extend the limit of the tenure of a Chairman of a Schools Committee upto four years, *i.e.*, the life of a Schools Committee. This does not mean that every one who is once appointed a Chairman should, by convention, be kept in his place for four years. For good reasons, a change may be effected; but the present convention of sending away the Chairman after a year's tenure deserves to be changed in favour of the above suggestion. For obvious reasons, this recommendation of extending, in certain cases, the limit of the tenure of a Chairman of a Schools Committee cannot be incorporated in the constitution of the Schools Committee. It can only be put as a recommendation which the Corporation may, if it chooses, adopt in the interest of efficient working of the Schools Committee.

Vice-Chairman of the Schools Committee.

38. According to the system prevailing in the Bombay Corporation, there is no statutory provision for the appointment of a *Vice-Chairman* on the statutory committees of the Corporation. In Calcutta, provision is made for the appointment of a Deputy Chairman on all Standing Committees. Under the Bombay Provincial Education Act, the District and the Municipal School Boards elect a Chairman and a *Vice-Chairman* [see Section 10(1) of the Provincial Education Act, 1947]. In England, the Education Committees of Local Education Authorities have a *Vice* (or Deputy) Chairman.

39. It appears that committees entrusted with executive powers should have necessarily a *Vice-Chairman* who can take the place of the Chairman in the latter's absence at the meetings of the Schools Committee and of the Corporation in all matters which are dealt with by the Chairman. It necessarily follows that the *Vice-Chairman* should be a Councillor Member. It is usually the practice to discuss the agenda coming before the Schools Committee and its Sub-Committees with the Chairman. This facilitates the dispatch of work at the Committee or a Sub-Committee meeting. In the

absence of the Chairman, it is better to have one person who could be consulted in such matters and who by presiding at meetings can guide the work just like the Chairman. If there were a Vice-Chairman, it would be possible for the Chairman to entrust him with the disposal of certain routine matters, if he chooses to do so.

Reciprocal representation between the Schools Committee and the Standing Committee.

40. Now that the Schools Committee has to shoulder the responsibility of controlling expenditure on Primary Education to the extent of about a crore of rupees (and this very likely will go on increasing year by year), it is highly desirable that this Committee should be in the know of the trends and policies pertaining to Corporation finances which come before the Standing Committee from time to time. It is also necessary for the Schools Committee to acquaint itself with the various financial proposals the Municipal Commissioner may bring before the Standing Committee in regard to salaries and other emoluments of Municipal employees under his control, for it is necessary that wages and salaries should so far as possible, be on a uniform scale throughout the whole Corporation Service. (E.D. Simon—A County Council from Within, page, 98). There is no spokesman who can officially place before the Standing Committee the viewpoint of the Schools Committee when matters pertaining to the Schools Committee are under their discussion. Of course, the Standing Committee may invite a representative of the Schools Committee to discuss such matters, but such representation is hardly calculated to influence the verdict of the Standing Committee which is taken in the absence of the representative. The representative must be one who can not only explain the views of the Schools Committee, but who will have a say in the final decision. The most suitable person to represent the Schools Committee will be the Chairman of the Schools Committee. A place should be, therefore, reserved for the Chairman of the Schools Committee on the Standing Committee as an *ex-officio* Member.

41. Just as it is desirable for the Schools Committee through its representative to be in the know of the trends, policies and principles pertaining to finance as may be discussed and adopted in the Standing Committee, similarly it is desirable for the Standing Committee to be in touch through an accredited representative with

deliberations of the Schools Committee on major financial issues. He may thus be able to advise the Schools Committee, before they take decision on major issues, as to the probable effect of their discussion on the general financial condition of the Corporation. This will greatly minimise occasions of stalemate which may occur in implementing some of the demands of the Schools Committee by the Standing Committee. The most suitable person to be a representative of the Standing Committee on the Schools Committee for the purpose mentioned above will be the Chairman of the Standing Committee who should be nominated as an *ex-officio* member of the Schools Committee.

42. It may be argued that the Chairman of the Standing Committee who is an official of the Corporation next to the Mayor should not act as an ordinary member of a committee of the Corporation. It may further be argued that as the Chairman of the Standing Committee has to be very busy with the work of his committee, he may not find enough time to attend the meetings of the Schools Committee which are not small in number. A reference to the practice followed in the London County Council which is typical of the English City Municipal system will be instructive in this connection. The Chairman, Vice-Chairman and the Deputy Chairman of the Council are *ex-officio* members of all the Standing Committees of the Council (Standing Orders of the Council, page 8). The office of the Chairman of the London County Council corresponds to the office of the Mayor of the Bombay Corporation. Such officials of dignity do serve as ordinary members of the committees presumably to give the benefit of their advice to the committee concerned if and when they may choose to do so. It is obvious that these dignitaries will hardly find it possible to attend meetings of the fourteen and odd committees and even their sub-committees, but the statutory provision serves a salutary aim. Following this practice, it appears, in the Corporation of Madras, the Mayor acts as an *ex-officio* member of the Standing Committees [see section 38(1) of the Madras City Municipal Act]. From the practices mentioned above, it will not be considered improper if it be suggested for weighty reasons that the Chairman of the Standing Committee should be an *ex-officio* member of the Schools Committee. He may not find it convenient to attend one and all meetings of the Schools Committee, but being a member he will have an opportunity to acquaint himself with the deliberations of the Schools Committee and to advise the committee when necessary.

Formation of Sub-Committees by the Schools Committee.

43. Although it has been a practice of the Schools Committee to appoint from among the members of the Committee, sub-committees for enquiry and report on various matters coming before them from time to time, there is no statutory provision for them to appoint such sub-committees. It is but proper that such provision is now proposed to be made in Section 49-M of the Draft Bill. At present there are seven sub-committees whose names and the number of members assigned to them are as follows :—

Name of the Sub-Committee.	No. of Members.
(1) Sub-Committee of the Whole Schools Committee ...	16
(2) Recruitment Sub-Committee ...	16
(3) New Schools, Rent Control, Sanitation and Miscellaneous Matters Sub-Committee ...	10
(4) School Instruction and Grants-in-aid Sub-Committee ...	9
(5) Compulsory Education Sub-Committee ...	8
(6) Finance Sub-Committee ...	7
(7) Discipline Sub-Committee ...	7

44. The nature of their functions can be easily understood by their names except in the case of No. 1, *i.e.*, Sub-Committee of the Whole Schools Committee. An executive committee like the Schools Committee is required to refer some matters to its sub-committees so that careful and detailed consideration may be possible to be given to such matters. This procedure is not possible to be followed for want of time at the meetings of the main Committee. If this purpose is to be properly served, it seems, the best way is to refer as many matters as possible to a sub-committee consisting of *all* members like the Sub-Committee of the Whole Schools Committee mentioned above.

45. The practice of appointing sub-committees with a smaller number than the full number is not conducive to effective results. In a committee which consists of say seven or nine members out of

sixteen, the decision given may be reversed by the main Committee. Such occasions may not be rare. In such sub-committees it happens that only two members, who may be present, carry on the business as no quorum is prescribed for meetings of the sub-committees (*vide* Procedure rule No. 49, page 30 of the Schools Committee's Manual, 1947) and arrive at a decision. The hollowness of such a procedure needs no comment.

45. The purpose of appointing a number of sub-committees is best illustrated by the practice followed in the case of the London Education Committee which empowers its sub-committees to finally decide certain matters which are assigned to them by rules. As a result of this arrangement, about 25 per cent of the reports of sub-committees are brought for decision before the Education Committee. The rest are finally disposed of by the sub-committees. Such delegation of powers to the sub-committees may not be advisable in the case of the Bombay Municipal Schools Committee at this stage and, therefore, the number of sub-committees should be reduced to the minimum number possible. It is suggested that only two sub-committees consisting of all the members of the Schools Committee will suffice for the purpose of discharging effectively the work now being entrusted to the various sub-committees which are as many as seven in number. These *two* sub-committees should be—

(1) General Purposes Sub-committee, consisting of all members,

and

(2) Compulsory Education Sub-committee, consisting of all members.

The name 'General Purposes Sub-committee' seems to be a proper name for a sub-committee to which all kinds of matters will be referred for consideration and report. This name has been adopted for such a sub-committee in the case of most of the Local Authorities in England.

47. It would not have been necessary to suggest more than one such sub-committee, had it not been felt that for some time to come the Bombay Schools Committee will have to concentrate its attention to varied problems relating to the enforcement of Compulsory Education in the City. In suggesting the institution of a second sub-committee consisting of all the members of the main Committee and by giving it a specific name, it is felt that the unique importance

of the subject of compulsory education will be emphasised. Moreover, this sub-committee will be in a position to appoint small sub-committees of its own to tackle effectively specific problems of compulsory education through its members according to their special interests.

48. The present practice of not prescribing any quorum for a sub-committee meeting is not healthy. The quorum should be fixed at one-fourth of the total number of the members of the Schools Committee.

Local or District Committees.

49. The Schools Committee should further be empowered, under Section 49-M of the Draft Bill, to appoint Local or District Committees assigning each of these committees duties to help the Schools Committee in various ways in supervising schools, in securing regular attendance of children and in fulfilling the Committee's obligations in regard to compulsory education. Each such committee will work in a defined area which will generally correspond to the present number of electoral wards of the City. The committees will include Councillors and other public spirited persons in the area concerned. These Local or District Committees will take the place of the present Ward Local Committees appointed by the Schools Committee, under Bye-law No. 7(4), which may then be deleted. Details about the composition, duties, functions, etc., of these Local or District Committees will be discussed in the section of the report devoted to the enforcement of compulsory education (Chapter IV).

Special functions of the Schools Committee.

50. In the Draft Bill an important provision has been made which was overdue. Till now the expenses incurred on 'the accommodation, equipment and maintenance of an office for the Committee' which mainly include the Accounts and Committee Sections, are charged to the General Funds of the Corporation. In the proposed arrangement, this cost is to be rightly apportioned to the 'Education Fund' as these services are maintained solely for the administration of education.

51. In Section 64 of the Draft Bill it is laid down that the Schools Committee shall 'provide out of the education fund for the

accommodation, equipment and maintenance of primary schools which vest wholly or partly in the Corporation.....' The words 'wholly or partly' do not convey any special legal significance. There exists no primary school which 'partly' vests in the Corporation. The words should be, therefore, omitted from the Section.

52. Section 64(3)(b) as given in the Draft Bill runs as under:—
(The Schools Committee shall)—

“Subject to any general or special directions of the Corporation direct and control the instruction given in primary schools which vest wholly or partly in the Corporation.”

From the wording of the section as it stands, it may appear that the direction and control of instruction in the primary schools is an affair only between the Schools Committee and the Corporation. In fact, the standards of instruction to be adopted in the primary schools must be those sanctioned by the Schools Committee and approved by Government (*vide* Rule 1 of the Rules under Bombay Act XV of 1920—page 35 of the Schools Committee's Manual, 1947). According to Section 2(4) of the Bombay Act XV of 1920 which is applicable to the City of Bombay only, Primary Education is defined as education recognised as such by the Governor-in-Council (*i.e.*, at present by the Provincial Government). The Provincial Government defines Primary Education as education in such subjects and upto such standards as may be determined by the Provincial Government [*vide* Provincial Government Education Act, 1947—Section 2(15)]. It will, therefore, be clear that the Provincial Government is to sanction the standards (*i.e.*, Curricula) of primary education if the Schools Committee or the Corporation were to propose changes in the curricula prescribed by Government. It is, therefore, desirable to make this point clear in the section by introducing suitable modifications as under:—

“Subject to standards of instruction prescribed by the Schools Committee and approved by Government and to any special directions of the Corporation, direct and control the instruction given in the primary schools which vest in the Corporation.”

53. A careful consideration of the text of Section 64 in the Draft Bill shows that the section ought to be revised in the manner

shown below, so that the section may include in addition certain functions necessary to be incorporated with a view to making the list of functions of the Schools Committee complete in accordance with the functions assigned to Authorised Municipalities in the Bombay Provincial Education Act, 1947, Section 17.

The section should, therefore, be revised as follows:—

In Section 64 of the said Act—

(1) in sub-section (1) the figures "39" shall be deleted;

(2) after sub-section (2) the following new sub-section shall be inserted, namely:—

"(2-A). Subject to the restrictions, limitations and conditions imposed by this Act and to any bye-laws made under Section 461, the executive power for the purpose of carrying out the provisions of Clause (a) of Section 61 vests in the Schools Committee, who shall—

(a) make adequate provision out of the education fund—

(i) for the accommodation, equipment, and maintenance of an office for the committee,

(ii) for the accommodation, equipment and maintenance of primary schools which vest in the Corporation, and for otherwise aiding primary education in accordance with this Act and with the rules made by the Corporation in this behalf,

(iii) for maintaining a staff of educational and attendance officers, clerks, teachers, inferior servants and other necessary staff,

(iv) for the welfare of the children attending primary schools within the municipal area,

(v) for the supply of books, slates, educational requisites, milk, meals or clothes to children receiving primary education, and

(vi) for performing such other duties and functions as may be prescribed;

(b) subject to standards of instruction prescribed by the Schools Committee and approved by Government and to any special directions of the Corporation, direct and control the

instruction given in the primary schools which vest in the Corporation :

(c) prescribe the duties of and exercise supervision and control over the acts and proceedings of the municipal officers and servants subordinate to the committee ;" and

(3) in sub-section (3)—

(a) after the words "provisions of this Act" the words "excluding the power vested under this Act in the Schools Committee," shall be inserted ; and

(b) in Clause (b) after the word "him" the words "and the municipal officers and servants subordinate to the schools committee" shall be inserted.

Qualifications for the post of the Secretary, Schools Committee, i.e., the Education Officer.

54. Along with the qualifications for other officers to be appointed by the Corporation, they have under their Resolution No. 634, dated the 16th October 1939, laid down the following qualifications for the post of the Secretary, Schools Committee (Education Officer) :—

" Secretary, Schools Committee :—

The candidate must be a second class graduate in Arts, Law, Science or Commerce of a Recognised University and must possess a degree or diploma in education or a certificate in training of a Recognised University. He should also possess administrative experience of not less than five years."

In these qualifications which are meant for the post of an Education Officer, Law and Commerce graduates should have no place. Only graduates of Arts and Science should be eligible. If a candidate has obtained Master's degree in Arts or Science, he should be considered eligible although he may not have obtained a second class in his first degree (B.A. or B.Sc.). As for his training qualifications, he should have obtained a degree or diploma in training or in education of a Recognised University. As for administrative experience, it is necessary to define what this 'administrative experience' should connote. It should be experience as the Head of an educational institution and/or as an officer in charge of administration of education. The period of administrative experience may be retained as it is, i.e., five years.

Qualifications for the Post of a Superintendent of Schools.*

55. The present minimum qualifications laid down by the Schools Committee for the post of a Superintendent of Schools, an officer who is next in rank to the Secretary, Schools Committee, (Education Officer) are as follows :—

“ A degree in Arts and except in the case of the Urdu Girls' side, a training certificate.”

It is a healthy practice usually followed in many departments that the minimum qualifications laid down for the head of the department are the same as those laid down for officers next to the head. The principle seems to have been observed in the case of the qualifications laid down for the first and second posts in some departments of the Bombay Municipality (*Vide* Corporation Resolution No. 634, dated the 16th October 1939). This is done obviously with the object of making it possible for the second officer to rise to the position of the first officer if an opportunity occurs. Otherwise the second officer will have to be perpetually under a complex that he would never be promoted to the higher post although he may be putting excellent service in his own post. In the interest of the department concerned, no difference should be allowed to exist in the minimum academic qualifications of the first officer (here Secretary, Schools Committee) and those next to him in rank, *i.e.*, the Superintendents of Schools and those who hold corresponding posts.

56. No definite qualifications either for the post of a Superintendent or for the post of the Secretary, Schools Committee, were laid down by the Corporation or by the Schools Committee before 1939. It is, therefore, suggested that officers at present working in the posts of Superintendents of Schools or corresponding posts should not be debarred during the remaining period of their service from being considered eligible for the post of the Education Officer, provided they are graduates of Recognised Universities and they have at least ten(10) years' standing as Superintendents of Schools in the Committee's service.

* Under Section 76-E(1) of the Draft Bill, these officers whose present grade is Rs. 400 to 600 are to be appointed by the Corporation and not by the Schools Committee.

Duties of the Education Officer.

57. One of the duties of the Education Officer mentioned in the Draft Bill in Section 76-A(b) is to have 'custody of all the papers and documents connected with the proceedings of the Schools Committee and any sub-committee thereof.' This is in general conformity with the duties of the Secretary as mentioned in Section 39(5)(g) of the present Municipal Act. In fact, the volume of work consisting of preparing agenda of the meetings of the Committee and its sub-committees and keeping the minutes of the proceedings of these meetings is heavy and although the Secretary is helped by subordinate officers and clerks in this kind of work, he has to go through the papers very carefully as he is ultimately responsible for whatever goes before the Committee and the sub-committees. Thus a substantial part of his time has to be given to that type of work which is purely 'secretarial.' If he is relieved of the responsibility of the secretarial work in connection with the Schools Committee and its sub-committees, he will be able to devote more time to the instructional and administrative side of his duties. Moreover, the present practice of concentrating all kinds of duties, secretarial and others, in one officer (Secretary, Schools Committee) has been responsible for isolating the Schools Committee and its administration from all other departments and branches of the Corporation. This is not a very happy state of things. Ways and means should be devised to entrust particular types of work connected with the Schools Committee to those departments and branches of the Corporation which are mainly responsible for those types of work. For example, the secretarial work of the Schools Committee should be entrusted to the office of the Municipal Secretary who is at present responsible for all kinds of secretarial work of the Corporation, its committees and sub-committees except the Schools Committee. The Municipal Secretary's office which is specially trained for secretarial work will be the proper agency for guiding the Schools Committee so far as the secretarial side of its work is concerned. Such a step, if taken, will minimise the isolation in which the Schools Committee is at present working and bring it in a line with the other committees of the Corporation. As the Municipal Secretary is the custodian of all the proceedings of the Corporation and its committees, he is better qualified to guide the Chairman and Members of the Schools Committee in matters which are of common interest.

58. The best illustration of how committees of a Council or Corporation work independently in a way and at the same time make full use of other officers and their departments for common good will be found in the system followed by the London County Council and its committees. Although the Education Committee of the London County Council (which is responsible for an expenditure amounting to above 30 per cent. of the Council's total annual expenditure) is invested with large powers to be independently exercised by them, yet along with other sister committees of the Council, the secretarial and allied kind of work of the Education Committee is not entrusted to the Education Officer but to an officer of the Council who acts as Secretary to the Council and its committees. That officer is called the 'Clerk of the Council' and he is the chief administrative official of the Council. The following are his duties, among others, so far as this secretarial work is concerned :—

(1) He is the Clerk (Secretary) of all committees of the Council and their sub-committees.

(2) He settles the form of minutes of the Council and all committees and sub-committees and sections thereof.

(3) He is the principal adviser of the Chairman of every committee and sub-committee and gives them all necessary information and assistance concerning the conduct and course of business.

(4) He has to report to the committee concerned all questions of appointment, superannuation, dismissal or disciplinary charge, scales of salary, rates of pay, conditions of service and all other kindred matters recommended by Heads of departments (Standing Order No. 270 of the London County Council, pages 157-158).

59. Further reference to the important part played by the 'Clerk of the Council' in the London System may be noted from the following quotation :—

“ The Clerk of the Council personally bears a special relation to the Chairman of committees. It is the recognised practice for Chairman to consult him on major matters of administrative importance arising in the work of these committees. In particular, *this consultation is of value where committees are examining proposals which may affect other committees.*”

—(History of London County Council, Gibbon and Bell, pages 154-55).

The Clerk of the London County Council who is styled the Chief Administrative Officer of the Council combines in himself a multitude of duties other than those mentioned above which relate to the secretarial work only. The Municipal Secretary of the Bombay Corporation is mainly responsible for the secretarial work of the Corporation. It is, therefore, in the fitness of things that the secretarial work of the Schools Committee and its sub-committees should be transferred to the Municipal Secretary, who will, like the Clerk of the Council, have the custody of all papers and documents connected with the proceedings of the Schools Committee and its sub-committees. Such an arrangement will not only relieve the Secretary, Schools Committee (Education Officer) of his onerous responsibility of the secretarial work of the Committee but what is more important, it will establish a direct connection between the Schools Committee and other committees of the Corporation.

Salary and Grade of the Education Officer.

60. It has to be noted that the salary and grade of the Secretary, Schools Committee, *i.e.*, the Education Officer of the Corporation, for several years past has not been commensurate with the responsibility and duties of his office. A short history of this question may not be out of place here. The salary grade of the post was fixed by the Corporation at Rs. 500-50-800 in the year 1924. It was intended to be raised to a grade of Rs. 800-50-1,000 in the year 1927-28, but this was not done. In the year 1935, the salary grade for the post was lowered and brought down to Rs. 500-25-750 along with other grades of officers in the Municipal service. Again from the year 1946, the grades of officers were revised for the better and the grade of this post is now fixed at Rs. 600-30-780-40-900.

61. It has to be noted further that the grade of this post is not parallel to the grade of the post of any other *Head* of a Municipal Department. The person selected for the post of the Secretary, Schools Committee (Education Officer), is to have high academic and training qualifications as well as administrative experience. Not only that, but he has as the chief executive officer to control a department which has more than 4,000 employees and an expenditure of above a crore of rupees. It is but just and fair that the grade of this post should be on a par with that of the Heads of other major departments of the Municipality. As it stands however, it not only compares very unfavourably with the grades of the Heads of all the major Municipal departments but it is also lower than the grade of

the second officers in some of these departments. It is, therefore, suggested that the grade should be revised and improved so as to bring it on a par with that of the Heads of the major departments of the Corporation and in no way it should be lower than the grades attached to the posts of the Municipal Secretary or the Assessor and Collector, for in the case of these two officers the basic academic qualifications are not higher than those prescribed for the post of the Secretary, Schools Committee (Education Officer).

Power of appointment of Officers and Servants of the Schools Committee.

62. All throughout the 40 years' life of the Schools Committee, the power of appointing all employees from the inferior staff to the highest officers next to the Secretary, Schools Committee (Education Officer), has been legally vested in the Schools Committee. This was all right when the department was small and the appointments were few, but now that the strength of the employees of the Schools Committee is above four thousand, it is but proper that some change must be effected in the present procedure.

63. In Section 76-E(1) and (2) of the Draft Bill, the power of appointment of (1) officers subordinate to the Schools Committee, whether temporary or permanent, whose minimum monthly salary exclusive of allowances is or exceeds four hundred rupees is vested in the Corporation; (2) officers and servants, whether temporary or permanent, whose minimum monthly salary exclusive of allowances is or exceeds one hundred rupees, but does not amount to or exceed four hundred rupees is vested in the Schools Committee; and (3) officers and servants, whether temporary or permanent, whose minimum monthly salary exclusive of allowances is below one hundred rupees is vested in the Education Officer. According to the arrangement proposed above, the 'Superintendents' of departments and corresponding officers of the same rank will be appointed by the Corporation. Assistant Superintendents, Inspectors and Supervisors and other lower grade officers and also higher grade clerical staff will be appointed by the Schools Committee. The inferior staff (peons, Naiks, etc.), teachers and clerks, etc., will be appointed by the Education Officer.

64. So far as the power of appointment vested in the Education Officer is concerned, it seems desirable to recommend a slight

change, *viz.*, he should be authorised to appoint officers and servants whose monthly salary exclusive of allowances is rupees one hundred or below. As the section is worded, he will have power to appoint persons whose minimum salary is below rupees one hundred. A graduate teacher is given an initial salary of rupees one hundred. In order that the appointment of this group of teachers may also be vested in the Education Officer, it is recommended that the part of the section dealing with the powers of appointment given to the Education Officer may be suitably modified, and a consequent modification be made in the part of the section dealing with the powers of the Schools Committee.

Power of suspending, punishing and dismissing officers and servants of the Schools Committee.

65. Under Section 83(2)(b) of the Municipal Act, the Secretary, Schools Committee, being an officer appointed by the Corporation could be 'suspended by the Standing Committee, pending an order of the Corporation, such suspension and the reason therefor being forthwith reported to the Corporation.' The Schools Committee has, at present, no powers in this respect. Under the Draft Bill, however, the power of suspending the Education Officer is given to the Schools Committee on condition that not less than three-fourths of the Members of the Schools Committee shall vote for such suspension, pending an order of the Corporation. It may be noted that in the case of other officers appointed by the Corporation, the Standing Committee's voting is not restricted to three-fourths majority as in the case of the Schools Committee. It seems the provision of a three-fourths majority in the case of the Schools Committee voting for suspension of the Education Officer is made with a view to protecting him against a hasty decision by a simple majority, as there is no intermediary officer between him and the Schools Committee as the Commissioner is in the case of other Municipal officers.

66. In the Draft Bill, the Education Officer, who is a statutory officer and other officers like the Superintendents, who are now to be appointed by the Corporation are treated alike, so far as disciplinary measures against them are concerned. This provision is not on a par with the provision made under Sections 83(2)(b) and 83(2)(c) of the Municipal Act, which makes a clear distinction between a statutory officer and other officers, although all of them may be

appointed by the Corporation. The officers (subordinate to the Education Officer) appointed by the Corporation may be, it is recommended, fined, reduced or suspended or dismissed by the Schools Committee for any breach of departmental rules of discipline, etc., on a report made by the Education Officer. The powers of the Municipal Commissioner and the Standing Committee under Section 83(2)(c) will under such a proposal be vested in the Schools Committee.

67. In the case of officers and servants to be appointed by the Schools Committee, powers are given under Section 83(2)(e) of the Draft Bill to the Education Officer as under :—

“any officer appointed by the Schools Committee may be fined, reduced or suspended, or with the previous approval of the Schools Committee dismissed, for any breach of departmental rules or discipline or for carelessness, unfitness, neglect of duty or other misconduct by the Education Officer.”

It should be noted that the Education Officer is given disciplinary, etc., powers even over officers and servants appointed by the Schools Committee. This will, no doubt, strengthen his hands and give him proper control over the administration. At the same time the officers and servants concerned, so far as dismissal is concerned, will be subject to Committee's decision. Coming to the disciplinary, etc., powers to be given to the Education Officer in the case of officers and servants to be appointed by him, they are full and unrestricted and the Schools Committee is prevented from interfering in his decision. This policy is in general accordance with Section 83(1) of the Municipal Act which runs as under :—

“Every Municipal Officer and servant may be fined, reduced, or suspended or dismissed for any breach of departmental rules or discipline or for carelessness, unfitness, neglect of duty or misconduct, by the authority by whom such officer or servant is appointed.”

However, in the case of dismissal of a permanent employee, the Education Officer should be required to obtain previous sanction of the Schools Committee. No doubt, such a statutory provision encroaches upon the disciplinary powers of the Education Officer, but all things considered, it appears desirable that the fate of an

employee involving dismissal should not be absolutely at the discretion of *one person*, however justly he may be inclined to use his power; but it should be subject to scrutiny and sanction by a higher authority (here Schools Committee).

Selection of candidates for appointments in the Committee's Service.

68. The prescribed authorities for appointment of officers and servants on the establishment of the Schools Committee are :—

- (1) The Corporation;
- (2) The Schools Committee; and
- (3) The Education Officer.

—(Vide Section 76-E(1) and (2) of the Draft Bill). It is necessary in the interest of the purity of administration that the selection of candidates should be governed by a definite procedure laid down for the purpose. It is well known that the Provincial Government have instituted a Public Service Commission for selecting and recommending candidates for posts in higher services. It would be better if the Corporation were to appoint such a commission which should select and recommend all the candidates to be appointed by the Corporation in all branches of service. But in the absence of such a body, the Corporation should institute a small committee for the selection of candidates for the post of the Education Officer and the posts of Superintendents and corresponding posts whose minimum salary is rupees four hundred or more. Such a committee should consist of three Municipal officers of whom the Education Officer shall be one (provided he himself is not a candidate).

69. As for the candidates to be appointed by the Schools Committee, it is suggested that the Committee should appoint a small committee of three officers, one of whom shall be the Education Officer. This committee should recommend the name or names to the Committee for final selection.

70. In the case of appointments to be made by the Education Officer, he should appoint a committee or committees of three to five officers according to need. As he is the appointing authority in such cases, he himself should not be a member of such a committee or committees.

71. Rules governing the procedure of the selection of candidates by each of the abovementioned selection committees should be prescribed by the appointing authority concerned.

72. It is desirable that the Education Officer should submit for the information of the Schools Committee a quarterly statement giving names and other details of candidates appointed by him in various posts.

73. It may be noted in this connection that the principle of having a small 'Staff Selection Committee' is accepted by the Provincial Government in the case of candidates for employment under District or Municipal School Boards in the Province (*Vide* Section 23 of the Bombay Provincial Education Act, 1947). These powers of selection were formerly exercised by the members (twelve to sixteen) of the School Boards concerned but now they are vested in the Staff Selection Committee.

Leave of Absence, etc.

74. Under Section 84(1) of the Municipal Act, the Municipal Commissioner is empowered to grant leave for a period not exceeding one month to the Secretary, Schools Committee. For a period exceeding one month, the leave is granted under Section 84(2)(b) by the Standing Committee. In the case of all other officers and servants under the Schools Committee, leave of absence not exceeding three months can be granted by the Secretary, Schools Committee, and for any period exceeding three months by the Schools Committee.

75. In the Draft Bill [Section 84(3)], the following modifications have been made —

- (a) The Schools Committee are empowered to grant leave of absence to the Education Officer and other officers to be appointed by the Corporation for a period not exceeding three months. For a period exceeding three months, the leave is to be granted by the Corporation.
- (b) The Education Officer is empowered to grant leave to all officers and servants appointed by the Schools Committee for a period not exceeding three months. For a period exceeding three months, the leave is to be granted by the Schools Committee.

- (c) The Education Officer is empowered to grant leave due for any period to officers and servants appointed by him.

In the arrangement proposed in the Draft Bill, the following modifications seem to be necessary. Leave of absence to all officers appointed by the Corporation is at present granted either by the Municipal Commissioner for a period not exceeding one month or by the Standing Committee for any longer period. The Corporation is not approached for granting any kind of leave. There seems to be no reason why the Corporation should be approached for granting leave exceeding three months in the case of officers under the Schools Committee to be appointed by the Corporation when such procedure is not adopted in any other department of the Corporation. It is, therefore, recommended that—

(1) Leave due upto any period may be granted to the Education Officer by the Schools Committee.

(2) Leave due upto a period of three months to officers (subordinate to the Education Officer) appointed by the Corporation may be granted by the Education Officer and for a period exceeding three months by the Schools Committee. In the above recommendation, it is proposed to vest the power of giving leave upto three months to officers appointed by the Corporation in the Education Officer while in other departments the Municipal Commissioner is empowered to grant leave to some officers upto one month only. It is true that the Education Officer is proposed to be given wider powers regarding leave, etc., in such cases than the Municipal Commissioner, but it seems necessary that such powers be given to the Education Officer in the interest of smooth and efficient working of the administration.

(3) Leave exceeding three months to officers and servants appointed by the Schools Committee may be granted by the Schools Committee.

(4) Leave of absence not exceeding three months to officers and servants appointed by the Schools Committee may be granted by the Education Officer.

(5) Leave due upto any period to all employees appointed by the Education Officer may be granted by him.

It is understood that the authority to grant leave is the authority that can make acting appointments (*Vide* Section 85 of the Municipal Act).

Power of Schools Committee to make, on behalf of the Corporation, contracts, acquire any immovable property on lease, grant a sub-lease of any part of any immovable property acquired on lease and dispose of certain property (in charge of the Schools Committee) for any purpose relating to the functions of the Schools Committee.

76. The Schools Committee are, for the first time, being given in the Draft Bill powers to make contracts, acquire any immovable property on lease, etc.

77. So far as contracts relating to leases are concerned, certain modifications in the proposed provisions seem to be necessary. Under the new provision [*vide* Section 90(6) of the Draft Bill], the Schools Committee are empowered to 'acquire any immovable property on lease for any period not exceeding one year and at an annual rental not exceeding six thousand rupees.' The number of buildings at present rented by the Schools Committee for school purposes on monthly tenancy basis is about 250. It is presumed that hiring premises on a monthly tenancy system does not come under what is called 'contracts relating to leases' in the Draft Bill. If this presumption is correct, empowering the Schools Committee to enter into a lease upto a year only will not serve any useful purpose. The question of entering into a lease with a landlord arises mainly in the following cases :—

- (1) The landlord is asked to undertake certain additions and alterations of an expensive nature in the hired premises in order to make them suitable for school purposes. As most of the hired buildings are originally meant for the purpose of residence, the landlord is reluctant to effect costly alterations unless both a higher rent and/or long-range lease are assured to him. The landlord demands such an assurance because if the house is vacated within a short period, he would be required to spend much on alterations and modifications, so as to make it again convenient for household purposes. If the Schools Committee were to enter into leases in such cases, a lot of improvement could be effected in accommodation, light, ventilation, sanitation

etc., of the school or schools concerned at a comparatively smaller increase in rent.

- (2) In pre-war days it was possible to persuade some landlords to construct buildings specially suited for school purpose provided they were assured reasonable rent *and* a long range lease. Although in the near future, such opportunities may not arise owing to the higher rates and scarcity of building material, it will be possible to have buildings specially constructed by landlords in the manner mentioned above when conditions return to normal.

78. From what is said above, it would be clear that if the power of entering into leases on behalf of the Corporation is to be given to the Schools Committee, it should be not for a year only but for a long-range period, *i.e.*, at least upto 10 (ten) years in the cases of existing buildings requiring additions and alterations as per Schools Committee's demands and upto a period of 20 (twenty) years in cases of new buildings that may be constructed by landlords as per plans approved by the Schools Committee. If such an arrangement is to be incorporated in the Section in connection with leases, etc., one important question may arise. Is the Schools Committee as a body competent to fix rentals in such cases which involve long-range liabilities? It is true that it would be better for the Schools Committee to have in such cases expert advice from those who are competent to give it. It is, therefore, suggested that the Schools Committee should be empowered to enter into long-range leases provided they fix the rental in consultation with the Municipal Commissioner, who on his part may consult officers competent to advice him on such matters. Regarding the amount of annual rental of premises to be hired on lease, the limit laid down in the Draft Bill is rupees five hundred per month or rupees six thousand a year. This limit was laid down with reference to conditions prevailing in pre-war days. Things have vastly changed since then. It would be desirable to extend the limit of such rentals to at least rupees two thousand a month or rupees twenty-four thousand a year. It should also be laid down that if the rental exceeds this limit, special approval of the Corporation should be taken before the Schools Committee enters into a lease.

79. Regarding the power of granting a sub-lease of any part of any immovable property acquired on lease by the Schools

Committee, it is desirable to lay down a limit of one year for such lease for, if by any chance, the portion given on lease is subsequently required for school purposes, the party may not vacate the portion sublet, thus causing inconvenience to the school concerned.

80. As to the power of the Schools Committee to dispose of movable properties in their possession, it has been laid down in the Draft Bill that the Education Officer can dispose of such property, not exceeding in value, in each instance, rupees two hundred and that the Schools Committee can dispose of such property the value of which does not exceed, in each instance, rupees five hundred. For the disposal of property of any value above rupees five hundred, the Corporation's sanction has to be obtained. Under the Municipal Act [Section 92(b)], the Standing Committee is empowered to dispose of properties whose value, in each instance, may exceed rupees five hundred but not exceed rupees five thousand. In a similar way, the Schools Committee may be empowered to dispose of properties worth rupees two hundred and one to rupees two thousand. It may be noted that the power to dispose of properties of a value not exceeding rupees two hundred is under the Draft Bill proposed to be given to the Education Officer. Of course, the Schools Committee will have to approach the Corporation for sanction for the disposal of any movable property whose value exceeds rupees two thousand.

The Education Fund.

81. In the Draft Bill it is proposed to create a separate fund to be called the Education Fund from which the Schools Committee are to meet all expenditure on primary education. To this fund are to be credited—

- (1) all proceeds including rent received by the disposal of any property,
 - (2) all fees and fines received in Municipal schools,
 - (3) all moneys received by or on behalf of the Corporation from the Provincial Government by way of grant,
 - (4) all interest and profits, etc.,
- and (5) the contribution from the Corporation.

82. A fund called a School Fund was in existence from the inception (1890-91) of the Joint Schools Committee to its dissolution in the year 1909. This fund was made up of Government and the

Municipal contributions together with some miscellaneous receipts. In 1909 the Schools Committee was constituted for the first time and the Corporation took the sole responsibility of financing primary education in the City as a consequence of the Police Charges Act of 1907. The School Fund then ceased to exist and no separate fund has been legally constituted since then to meet expenditure on primary education in the City. The present position is that all expenditure on primary education is borne by the Corporation and is spent through the Schools Committee. The Government grant of about nine and odd lacs, which is a fixed amount, is directly paid by Government to the Corporation and merged in the General Municipal Fund.

83. The creation of a separate Municipal Fund called the Education Fund is in accordance with the practice prevailing in this and other provinces. Such a separate fund for the purpose of education creates a distinct consciousness of the importance of the educational service and keeps awake the sense of responsibility of the growing expenditure on the service in the mind of the public, the Corporation, the Schools Committee and all others concerned. The establishment of such a separate fund will also be useful in another way. For several years past, the contribution from the Government of Bombay as 'grant-in-aid for primary education' has been fixed at rupees nine lacs and odd. Time is bound to come sooner or later when Government and the Corporation will come to an agreement by which the Government grant will be proportionate to the expenditure incurred from year to year as is the case with other major Municipalities of the Province. When such an arrangement will be arrived at, the creation of such a separate fund will be obligatory as is the case with other municipalities.

The Budget of the Schools Committee.

84. In respect of the Budget the present practice is as follows:—

(1) The Secretary, Schools Committee, in consultation with the Chairman, prepares and submits the budget estimates to the Schools Committee.

(2) The Schools Committee approves the budget as submitted by the Secretary with or without modifications.

(3) The Budget as approved by the Schools Committee is forwarded to the Municipal Commissioner for information so as to enable him to include in the general budget the required amount of the Municipal contribution for the Education Service.

(4) The Municipal Commissioner on his part includes only such amount as Municipal contribution towards primary education, 'as far as the finances of the Municipality permit' in his estimates of expenditure for all Municipal services put together. It should be noted that for the last 22 years or so, the Commissioner has invariably proposed a reduction in the Municipal contribution as demanded by the Schools Committee in their budget estimates.

(5) The Commissioner submits to the Standing Committee his budget estimates in which the Municipal contribution for primary education is put down at the reduced amount proposed by him and not the original amount demanded by the Schools Committee.

(6) The Standing Committee while considering the budget as presented by the Municipal Commissioner calls as a matter of courtesy the representatives of the Schools Committee for discussion before finally fixing the amount of contribution for primary education. The Standing Committee either accepts the figure proposed by the Municipal Commissioner or improves it or reduces it, according to its discretion. During the last 22 years, the Standing Committee has thought it necessary in the majority of cases to recommend some further reduction in the amount proposed by the Municipal Commissioner.

(7) The budget estimates then go from the Standing Committee to the Corporation for final consideration. All the Councillor members of the Schools Committee have at this stage an opportunity to justify the Schools Committee's original demand. As a result, it appears in the majority of cases, they succeed in getting a somewhat higher amount than what is recommended by the Standing Committee, but the cases, where the Corporation effects a further cut, are also not rare. It should, however, be noted that during the last 22 years, the Schools Committee have never succeeded in getting from the Corporation what they originally demanded in their annual budget estimates. In the year 1925-26 and in the previous years,

however, the Corporation did sanction whatever the Schools Committee demanded and the Standing Committee or the Commissioner did not interfere.

85. Let us now see the new procedure prescribed in the Draft Bill [Section 126-B (1) and (2)], so far as budget estimates of the Schools Committee are concerned. According to the procedure :

(1) The Education Officer should prepare and lay before the Schools Committee the annual budget estimates, which are to be styled Budget Estimate 'C'.

(2) The Schools Committee may accept or modify the Budget presented by the Education Officer.

(3) The budget as finally approved by the Schools Committee is to be sent to the Municipal Commissioner 'for incorporation in the estimates' to be prepared by him.

(4) The Municipal Commissioner will present the Schools Committee's budget estimates to the Standing Committee, of course, with his remarks.

(5) The Standing Committee will send a copy of the Budget Estimate 'C' 'so framed' to the Schools Committee for remarks.

(6) The Schools Committee will then make representation to the Standing Committee regarding the alterations or reductions made by the Standing Committee in the original estimates (Budget 'C') prepared by them.

(7) The Standing Committee may then vary or modify the Budget 'C' Estimates in such manner as they may deem proper.

(8) The Schools Committee are, however, authorised to submit a representation to the Corporation justifying their own estimates as against those finally approved by the Standing Committee.

(9) The Corporation after giving consideration to the written representation of the Schools Committee will finally sanction the Budget 'C'.

86. Let us now examine this procedure introduced regarding the Budget 'C' in the Draft Bill :—

(1) The Schools Committee's budget is to be called Budget 'C' just as the Improvement Trust Budget is called Budget 'B'. The general Municipal Budget is styled Budget 'A'.

(2) At present the Schools Committee is legally bound to prepare a budget in the prescribed form. This form consists of 6 (six) items on the Receipt side and 14 (fourteen) on the expenditure side (*vide* Schools Committee's Bye-law No. 9 and Form No. 1 for the budget, see pages 19, 22 and 23 of the Schools Committee's Manual, 1947). Further, the Schools Committee is, under Bye-law No. 10, legally bound to inform the Municipal Commissioner 'of the amount of contribution required from the Municipal Fund to enable the Committee, with the other receipts, to make up the total amount of income required for the purpose of the Budget.' The Commissioner or the Standing Committee cannot legally require the Schools Committee to submit details of the budget even in the very short form prescribed under Bye-law No. 9. This extremely simple procedure laid down in the Bye-laws in 1917 worked well till about 1925, for, till that time, the Municipal Commissioner or the Standing Committee did not think it necessary to scrutinise the figures in the budget estimates of the Schools Committee either because the funds were sufficient or the demand of the Schools Committee was considered to be reasonable and, therefore, above scrutiny. Things have now considerably changed and the Municipal Commissioner and the Standing Committee do receive from the Schools Committee details of the budget estimates even though they are not legally authorised to do so. With the purpose of legalising this practice, it is made obligatory in the Draft Bill for the Schools Committee to prepare a detailed budget called Budget 'C' and send it to the Standing Committee through the Municipal Commissioner. This will enable the Municipal Commissioner and the Standing Committee to decide whether expenditure proposed under different heads must be incurred by the Schools Committee to fulfil their obligations or whether the demand under certain head or heads should be reduced.

(3) The Schools Committee is to be legally entitled to make representation to the Standing Committee, if it makes

substantial changes in the Budget Estimate 'C' and a final representation to the Corporation against the reduction, if any, made by the Standing Committee.

The Municipal Commissioner and the Schools Committee— Budget Estimates.

87. It has been stated above that upto the year 1925, the budget estimates prepared by the Schools Committee were sanctioned by the Corporation without reduction although they passed through the Municipal Commissioner and the Standing Committee who scarcely interfered. The budget estimates of the Schools Committee at that time stood at about Rupees 26 lacs. In later years, the Municipal Commissioner began to find it necessary to cut the increasing demand of the Schools Committee as, in his opinion, the Corporation's financial position would not allow the total demand of the Schools Committee without encroaching upon the legitimate demands of other civic services. The Commissioner has been exercising this power of recommending reduction in the Schools Committee's demand under Schools Committee's Bye-law No. 10 and particularly under Section 125(1)(a) of the Municipal Act, which states that the Commissioner shall prepare 'an estimate of the expenditure which must or should, *in his opinion*, be incurred by the Corporation in the ensuing year other than.....'. The Municipal Commissioner has the power to adjust all demands whether from the Schools Committee or from any other department if *in his opinion* it is necessary to do so. While submitting his remarks on the Schools Committee's budget demand, the Commissioner tries to justify the reduction made by him on general grounds of economy as well as on certain items of expenditure proposed to be incurred by the Schools Committee. He does not, however, show in his remarks how the total cut imposed by him is to be allocated under heads and sub-heads of the estimates.

88. Now let us see how the Municipal Commissioner will deal with the budget estimates (Budget 'C') of the Schools Committee under the new arrangement. The relevant section of the Draft Bill says, the Schools Committee shall forward the budget estimates to the Municipal Commissioner 'for incorporation in the estimates to be prepared by the Commissioner under Section 125.' The words in the Section 'for incorporation in' do not clarify as to how the Commissioner is to deal with the Schools Committee's demand. Is

he to include in the general budget the whole amount *demand*ed by the Schools Committee and to leave it to the Standing Committee to decide the reasonableness or otherwise of the demand or is he himself to adjust the demand and incorporate the adjusted figure in the general budget as he has been doing at present ? The Municipal Commissioner has the power under Section 125(1)(a) to adjust the demand of the Schools Committee if 'in his opinion' it is necessary to do so, but it is not clear whether he will go into the details of the Budget 'C' and allocate cut or cuts under certain head or sub-heads of expenditure. If he is to do so, it is necessary that he should have a direct consultation with the Schools Committee or their representatives, so that he may know their views before proposing adjustment. Such an arrangement will also help the Schools Committee in understanding the general financial position of the Corporation in relation to other services. They will also be in a better position to represent their case to the Standing Committee and later on to the Corporation as per new provision made in the Draft Bill. Consultation at the very initial stage between the Commissioner and the Schools Committee regarding the budget will ensure a comparatively smooth sailing of the Committee's budget estimates through the further stages and it will spare a lot of trouble on the part of all concerned. In the new arrangement, the Municipal Commissioner will be in possession of the detailed Budget (Budget 'C') and, therefore, it is reasonable to expect that the Commissioner will point out the exact places where the demands of the Schools Committee will have to be adjusted to suit the general income and expenditure of the Corporation as determined by him. In order to enable the Commissioner to do this, a previous consultation with the Schools Committee is not only desirable but necessary. It may be suggested that the Municipal Commissioner should be left free to propose to the Standing Committee cuts, etc., in the Budget 'C' as he may think proper without consulting the Schools Committee, and that the Standing Committee may consult the representatives of the Schools Committee and even receive written representation from the Schools Committee as provided in the Draft Bill. To this suggestion the reply is this. Once the Municipal Commissioner, who is responsible in the first place for preparing the Municipal budgets (Budgets A, B and C) after carefully considering the income and expenditure sides puts his seal according to his own discretion on the cuts in the Schools Committee's demand, it will be very difficult, if not impossible, to get these cuts restored partially or wholly by any representation to the Standing Committee

or to the Corporation. This has been the general experience so far and there is no reason to expect that it will be otherwise in future. That is why it is suggested that there should be a preliminary consultation between the Commissioner and the Schools Committee regarding the budget demand. It is very likely that in this initial consultation, the differences between the Municipal Commissioner and the Schools Committee will dwindle to an appreciable extent and as regards whatever differences would still remain, both the sides will have full knowledge of the views of either side, and both will be in a better position to place their views before the Standing Committee, if and when the Schools Committee will submit a representation to the Standing Committee as provided in the Draft Bill.

89. In the Draft Bill in Section 126(3-A)(b) it is stated that—

“ the Standing Committee shall cause a copy of Budget Estimate ‘C’ so framed to be sent to the Schools Committee.....”

It is not clear what is meant by ‘so framed.’ Framed by whom ? By the Commissioner or by the Standing Committee after giving consideration to the adjustment, if any, made by the Municipal Commissioner ? This point should be made clear in the Section by suitable alterations.

Framing the Budget : Some Suggestions.

90. As matters stand today and even as they are to be according to the conditions laid down in the Draft Bill, the annual Budget estimates of the Schools Committee (now proposed to be styled as Budget ‘C’) have to pass through certain stages at each of which it is to be subjected to a strict scrutiny. After the preparation of the budget by the Education Officer, firstly it will be scrutinised by the Schools Committee, secondly by the Municipal Commissioner, thirdly by the Standing Committee and finally by the Corporation. It will be admitted that only the Education Officer who prepares the budget in the first instance, has intimate knowledge of all details of administration. Even the Members of the Schools Committee are not expected to have that much intimate knowledge or detailed information which will enable them to scrutinise the budget effectively. The other authorities who have to examine and scrutinise the budget subsequently are hardly expected to be able to master the

details of the budget so as to be able to suggest alterations and modifications with due justice to the needs of the educational service.

91. In order to enable all parties who have to scrutinise the budget at each stage, it would be desirable to frame the budget on the following lines:—

The Budget 'C' should be divided into three parts—Part I, Part II and Part III.

Part I should include estimates under several heads of expenditure which are absolutely *essential* to maintain the department at the *status quo* level as per sanctioned schedules of salaries, allowances, rent, etc. This part of the budget may be called *necessary budget*, which will hardly stand any scrutiny for modification. It will also be necessary to settle the manner and method of preparing this part of the budget with the help of the Chief Accountant, Bombay Municipality, and once this is done, the main part of the budget can easily pass through all stages with the least possible scrutiny or even without any scrutiny.

92. Part II of the budget should include details of *additional* expenditure on those heads which may require *additional funds* for the year in order to implement the obligations laid on the Corporation under the Act. This will mainly include estimates of cost on account of *additional number of children* that may be expected to be enrolled during the year. This may include additional expenditure under almost all heads included in Part I. The reason why this suggestion is made is this. Whatever foresight may be exercised by the Education Officer in estimating the additional number of pupils in the year, it is likely that the actual number of attending additional children may be more or less than the estimated one. It will be open to all authorities who will have to scrutinise this part of the budget to accept the estimated figure of the additional number of the children or to suggest any reduction therein. It will have to be clearly understood by the Education Officer and by the Schools Committee, who are the spending authorities, that if the estimated number of additional children does not actually join school, a proportionate saving in Budget Part II must be realised at the end of the year. No reappropriation should be allowed to be made out of any amount under this part of the budget. If it happens that the actual number of attending additional children exceeds the estimated number, the Schools Committee will have a right to approach the Corporation for additional funds in time and if additional funds are not sanctioned

in time, the Schools Committee should have a right to refuse admission to children during the year and the responsibility of such refusal, if resorted to, will be on the Corporation. It should be noted that this part (Part II) of the budget will have to be framed from year to year till a time comes when the number of attending children will be stabilised without leaving any children of school-going age outside.

93. Part III of the budget should include details of expenditure proposed to be incurred on usual heads or additional heads with a view to improving the tone and efficiency of instruction and administration, the principles and policies of which should have been previously approved by the Corporation. This will also include cost on new activities which the Corporation of their own accord may direct the Schools Committee to undertake or activities the Schools Committee may like to introduce with the previous sanction of the Corporation. It is likely that the Corporation might have given their approval to certain schemes for the welfare of children or for the betterment of instruction and administration, but at the time of scrutinising the budget, if the Municipal Commissioner or the Standing Committee find it difficult or impossible to spare additional funds, they may curtail partly or wholly the grant provided for under this part of the budget.

94. If as suggested above, the Schools Committee's annual Budget Estimates are divided into three parts—Parts, I, II and III—much of the trouble experienced so far in securing a smooth passage for them will be saved and the Schools Committee's annual budget will be put on a sounder basis free from the element of instability from which it has been suffering in the past.

The Schools Committee And Its Financial Independence.

95. It would be interesting to narrate briefly the present powers of the Schools Committee in respect of fiscal independence and the way in which it has been exercised and with what results. Under Section 39(9) of the present Municipal Act, the Schools Committee have the power to 'appoint and remove masters, teachers and other persons' etc. The power to make appointments necessarily involves the power to fix grades and salaries and to revise them from time to time. This interpretation has been upheld on references to Counsels in the past and the Schools Committee has been exercising this power to the fullest measure. A recent example will;

illustrate how the power has been exercised. The Corporation under their Resolution No. 906, dated the 11th January 1945, expressed an opinion that a Special Officer should 'make a comprehensive examination of the existing grades, allowances, etc., and other service conditions of *all classes of Municipal employees* and to suggest suitable changes therein having regard to the duties and responsibilities attached to their respective posts, etc.' The Chief Accountant, Bombay Municipality, in a circular letter, drew the attention of the Heads of all Municipal departments including the Secretary, Schools Committee, to this Corporation Resolution and advised them to send their proposals in this respect to him (i.e., the Chief Accountant) in a prescribed form. The Chief Accountant obviously wanted to have proposals of all the departments with him to enable him to place them before the Special Officer for his consideration. After the Special Officer had an interview with the Secretary, Schools Committee, he wrote a letter to the Secretary, Schools Committee, stating that the question of revising the existing grades, etc., of the employees under the Schools Committee's department would require a thorough study of the past history of all the grades, etc., before he could express his views in the matter and that he would carry on the work if the Schools Committee would authorise him to do so with definite terms of reference. The Schools Committee, however, were not inclined to allow the Special Officer to take up the work by authorising him to do so and, therefore, they recorded his letter. The Committee themselves took up the question of the revision of grades of almost all employees under them as they thought proper (*Vide* Schools Committee's Resolution No. 635 of 7th August 1946); and later on sanctioned adjustments of salaries in the new grades (*Vide* Schools Committee's Resolution No. 1263 of 8th January 1947).

96. It should be noted that the Schools Committee declined to take advantage of the Special Officer who was appointed by the Corporation to suggest revision in the grades, etc., of all classes of Municipal employees and themselves revised the grades. [In doing this, the Committee may be within their legal rights but certainly they were not acting according to the wishes of the Corporation which wanted the Special Officer to revise the service conditions of *all* Municipal employees, of course, including those of the Schools Committee.] Moreover, the Schools Committee did not wait to give effect to the revised grades until they could get in their hands the required additional funds. [They started giving payments as per new scales from the current grants which procedure, to say the least

about it, is undesirable. The proper procedure to be followed by the Schools Committee in this case would have been like this. They ought to have sent their proposals for revision of the salaries of their employees to the Chief Accountant, Bombay Municipality, as required by him. The Chief Accountant would have then sent them on along with the proposals of other departments to the Special Officer for further consideration or if the Schools Committee did not want to send their recommendations through the Chief Accountant, they ought to have authorised the Special Officer, as suggested by him, to go through the question. Anyway, the object of the Corporation in appointing the Special Officer was that he should go through the general question of the revision of salaries, etc., of all the Municipal employees, but this object was not realised so far as the Schools Committee was concerned. On the contrary, the line which the Schools Committee adopted in adjusting salaries in the new scales of their employees was different from that adopted in the case of the employees of other departments. This action of the Schools Committee was criticised by the Municipal Commissioner and the Standing Committee with the result that the Schools Committee was unable to get the necessary funds for a long time.

97. It appears that in the Draft Bill the powers of the Schools Committee to fix or revise salaries, allowances, etc., of the employees to be appointed by them, without any obligation on their part to obtain sanction of the Corporation for the same, continues to remain with the Committee as at present. Considering the large number of employees (4,000) under the Schools Committee and the extent of financial liabilities on their account, it is necessary that the Schools Committee should obtain previous sanction of the Corporation for any change in the salaries, allowances, etc., of any class of employees under them. For it is the Corporation that supply the funds and the funds-finding agency must give consent to the spending agency before the latter undertakes new liabilities. Mere reporting to the Corporation the change or changes for information has no practical value. [If power to fix and revise salaries, allowances, etc. of their employees independent of any other Municipal authority is to be retained with the Schools Committee, they must be invested with powers to raise the necessary funds independently of any authority.] Then alone, the system will work well. If such power to raise funds cannot be granted to the Schools Committee, the power to fix or revise salaries, allowances, etc., must be taken away from

them, otherwise there is every chance of conflicts arising between the Schools Committee and other Municipal authorities who are in charge of the Municipal finance.

Transfer of Grants within the sanctioned Budget.

98. In order to set at rest the doubts expressed as to whether the Schools Committee had the power to transfer amounts within the sanctioned budget from one head to another, a Bye-law No. 10-A (*Vide* Schools Committee's Manual, 1947, page 20) was framed and got sanctioned by Government in the year 1942. The new Bye-law runs as under :—

“10-A. The Schools Committee shall have the power of transferring Budget Grants of the School Fund from one head to another as may be deemed necessary by them from time to time.”

It must be noted that this all comprehensive power of budget transfers is not enjoyed under the Municipal Act (Section 133) even by the Municipal Commissioner or by the Standing Committee. In fact, the power vested in the parent body, *i.e.*, the Corporation was conferred on the Schools Committee so far as the Committee's budget was concerned. [Such an absolute power without any restriction about recurring or non-recurring liability is likely to create under pressure of circumstances, situations which may lead to excessive recurring liabilities under one head by depriving some other head of its legitimate demand. It may also lead to situations which though legally sound may prove to be unwise.] A recent instance may suffice to support this view. Owing to certain financial difficulties, the Schools Committee in the year 1947-48 was forced to announce a heavy cut in the grant-in-aid to private primary schools. The greater part of the amount allotted to grant-in-aid under the budget was appropriated to other heads of services directly under the control of the Committee. Fortunately before the end of the year, the Schools Committee was able to restore a part of the proposed cut and the situation was somewhat eased. It is definitely unwise, although it may be legal, to take a step to deprive without due notice the private schools, teaching about 50,000 children, of their legitimate dues under the grant-in-aid rules, by resorting to the powers of budget transfer conferred by Bye-law No. 10-A. For these reasons, it is necessary to cancel the Bye-law and to make

suitable provision in the Draft Bill prescribing the conditions under which the Schools Committee may transfer grants within the budget from one head to another head. It is recommended that provisions similar to those incorporated in Section 133 of the Municipal Act in the case of the Municipal Commissioner and the Standing Committee be made applicable to the Schools Committee.

INCOME SIDE OF THE EDUCATION FUND.

Institution of an Education Cess or Rate or Tax,

99. The idea of levying an Education Cess or Rate to meet the whole or a part of the expenditure on primary education incurred by the Corporation has been the subject of discussion for several years as may be seen from the records of the Corporation (*Vide* Corporation Resolution Nos. 10864 of 9th February 1921, 511 of 15th November 1934, 839 of 10th February 1936 and Schools Committee's Resolution No. 590 of 31st July 1946). The idea has, however, recently come to the forefront presumably owing to the growing expenses on primary education which in the opinion of some could not adequately be met from the present revenues of the Corporation. A pertinent observation in this connection is made by the Municipal Commissioner in his note on the Budget Estimates 'A' for the year 1947-48 (*Vide* Budget Estimates for 1947-48 finally adopted by the Corporation). The Commissioner remarks (page xix)—'The levy of an educational tax to recover the full cost of Primary Education:—This question is already under the consideration of the Law, Revenue and General Purposes Committee of the Corporation. An early decision in the matter will have to be arrived at and the necessary amendments to the Municipal Act will have to be submitted to the Government so as to enable the Corporation to levy the tax during the course of the ensuing year.] The income to be derived from the tax will depend upon the rate at which the tax is proposed to be levied.'

100. The Bombay Act No. XV of 1920 (An Act to provide for the extension of primary education in the City of Bombay) provides under Section 13 for the levy of such educational cess. 'For the purpose of this Act, the Corporation may, under the provisions of the principal Act, impose any fresh tax or increase any tax which is already levied in the Municipal district' (*Vide* page 33 of the Schools Committee's Manual, 1947). In the Province of Bombay

so far as other municipalities are concerned, no provision for the levy of such an educational cess has been made in the Provincial Education Act, 1947, but in the provinces of Madras and Bengal (undivided) the Provincial Education Acts do make provision of education taxes in respect of municipalities (*Vide* Section 34 of the Madras Elementary Education Act of 1920 and Section 17 of the Bengal Primary Education Act of 1919). It is not clear whether the Calcutta Corporation at present levies such an educational tax. Upto 1941, it did not, although it was allowed to do so under the Act. The Madras Corporation, however, has been levying such a tax from about the year 1925. Beginning with $1\frac{1}{4}$ per cent in 1925, it reached 8 per cent in the year 1941 and it is now 15 per cent on the Property Tax, Tax on Companies and Profession Tax.* It may be noted, however, that under Section 37 of the Madras Elementary Education Act, the Government of Madras contributes a sum not less than the proceeds of the education tax levied under Section 34 of the Act. Looking into the practice prevailing in England, it appears that while framing annual budget estimates on education of a local authority, the sum to be contributed by the Local Authority to the education expenses is expressed in terms of 'education rate' as shillings and pence in the £ and this rate is annually assessed according to the need of the year. So far as the London County Council is concerned, a report mentions that in the year 1920-21, the total educational rate per £ stood at 29d. (Scheme of the Local Education Authority, London County Council under Education Act 1918, page 104). Again for 1937-38, it is mentioned that out of a central rate of 8 shillings $2\frac{1}{2}$ pence in the £, over 2 shillings 6 pence was for education (*History of the London County Council—Gibbon and Bell, page 190*).

101. From what is described above, it would be clear that it is a sound and recognised practice that a local authority should allot towards educational expenses a certain portion of its local rates, which may increase from year to year according to needs, and include that amount as its contribution in the educational budget. The proposal of levying an education cess or rate or tax in Bombay should be carried into practice as early as possible by giving it a legal status as envisaged in Section 13 of the Bombay Act XV of 1920.

* The Madras Elementary Education Act provides for a maximum Education Tax @ 25 per cent of the proceeds from the Property Tax, Tax on Companies and Profession Tax.

102. The advantages of having an Education Cess as the main source of income to be devoted to primary education will be felt not immediately, but in future. It should be remembered that the cost of the educational service of the Municipality is rapidly increasing. During the year 1940-41, it was about rupees 40 lakhs and in 1948-49 it will be about rupees 90 lakhs. In the course of a few years more, it will reach a figure which will force the hands of the Corporation to substantially raise the General Tax to meet the increasing expenditure. Such being the progressive nature of the educational expenditure of the Corporation, it will be wise and prudent to separate the Municipal contribution towards primary education into a separate revenue head 'Education Cess', and go on collecting it at a rate to be fixed year to year according to the need.

103. It must be admitted that there will be hardly any change in the actual incidence of rate on the rate-payers of Bombay whether the education cess is so separately levied or not; but the levy of a separate education cess will make the public of Bombay conscious of the magnitude and the growing importance of the educational service. The service itself will be assured of a definite adjustable source of income and the authority in charge of educational administration will fully realise its responsibility in making proposals for increases in educational expenditure which will involve a proportionate increase in the rate of education cess from year to year.

104. If such an educational cess be introduced, it will be necessary to fix its initial rate and also the maximum to which it could be raised. The initial rate to be fixed will be definitely related to the present amount of contribution made by the Corporation to primary education minus the Government grant for education. As the initial and maximum rates of incidence of Education Cess will vary according to the percentage of expenditure which the Government will be prepared to meet by way of grant, it will be highly desirable to get the question of Government contribution settled before fixing the range of incidence of the education cess under the Act. It may be noted here in passing that all local educational authorities in England are given a statutory assurance of not less than 50 per cent grant for primary education from the Central Government and this assistance has been received by them for years together. The amount of education rate required to be raised by these authorities,

therefore, is about 50 per cent of the required educational expenditure.]

Fines.

105. Under the Draft Bill, one of the items to be credited to the Education Fund to be newly created is the item of fines. Fines recovered from Municipal employees under Section 83 of the Municipal Act are credited to what is called 'The Fines Fund' and the proceeds of which are expended for the benefit of Municipal employees. The fines recovered from the Municipal employees under the Schools Committee are at present forwarded to the Chief Accountant, Bombay Municipality, for being included in the 'Fines Fund.' Under Section 111 of the Draft Bill, fines from the employees of the Schools Committee are to be credited to the Education Fund. They cannot, therefore, be credited to the General Fines Fund. It will, therefore, be necessary, in conformity with the present practice, to make statutory provision for the utilisation of this amount under a separate fund for the welfare of Municipal employees under the Schools Committee.

EXPENDITURE SIDE.

Some items to be included in the Education Fund Account.

106. When the Education Fund is to be established as a distinctly separate unit to meet the cost on primary education, it is desirable and necessary to include in its expenditure side, all items of expenditure which the Corporation has to incur in connection with primary education.

107. Such items are mentioned below :—

(1) *Debt Charges.*—These charges include interest on loans for school buildings, sinking fund, equated payments, etc. (*Vide* Budget Estimates 1948-49, page 29). They are, no doubt, shown under Education (Primary) but they should be transferred to Education Fund Account if such an account is to be maintained separately hereafter.

108. (2) *Rent on Municipal school buildings for which no building grant has been given by Government*—Out of about 29

school buildings owned by the Municipality, only five have received building grants from Government (*Vide* papers underlying Schools Committee's Resolution No. 201 of 10th June 1936). The rest are either gifts or constructed entirely out of Municipal funds. At present, no rent is being charged for them. In order to have a correct appraisal of the total expenditure incurred by the Municipality on primary education, it is necessary to show on the expenditure side of the Education Fund charges on rent for these schools. The rent so charged is assessable for Government grant according to the present practice and when the question of Government grant will be settled, the Municipality will get a proportionate grant under that item. It seems that this question has been under consideration for a long time, but it has not taken a practical shape so far.

109. (3) *Medical Inspection and treatment of children and supply of milk to the undernourished children*—The department looking after the Medical Inspection and School Clinic was under the direct control of the Schools Committee upto the year 1937-38. The cost thereon was about Rs. 40,000 which was met directly from the Schools Committee's budget. In the following year, the control of the department was transferred to the Public Health Department of the Municipality and from that year expenses over this service are being met from the budget grant of the Public Health Department. This department has also taken up from the year 1939 the new activity of supplying milk to children. The expenses estimated in the budget for the year 1948-49 for this branch of service meant *exclusively* for school children amount in round figures to Rs. 80,000 for medical inspection and clinic and Rs. 3,14,000 for the supply of milk. The total thus comes to about Rs. 4 (four) lakhs. It is understood that plans for the expansion of these services are under consideration and the expenditure on them is likely to rise rapidly.

110. From the year 1938-39, the cost of these services is borne by the Corporation through the provision made under the Public Health Department. As these services are meant *exclusively* for the welfare of children attending Municipal schools, it is but proper and just that their cost should be borne by the Corporation from their contribution to the Schools Committee for primary education. It may be argued that if the cost of these services is to be borne from the funds at the disposal of the Schools Committee, the Schools Committee should have control over the services and not the Public Health Department as was the case before the year 1938-39. To

this the reply is : The Schools Committee's Department is one of the services maintained by the Corporation like the Public Health Department and the Corporation must have the intrinsic right as a parent body to direct any one of its departments to control the activities of any branch of services if a particular branch is more competent to do so. The assigning of the cost under a particular department depends upon the object for which the particular service is maintained. An example of such arrangement is available even today in the case of the Schools Committee's affairs. There is a budget head in the Schools Committee's Budget—'B—Buildings—Monsoon and Petty repairs.' The actual work of repairs, etc., is carried on by the Engineering department but the charges are met from the provision made in the Committee's budget.

111. Co-ordination and co-operation of other Municipal departments in the running of the Education Department is one of the most important features of the education system in England. In the London County Council for instance, the Medical Officer of Health is actually designated as the School Medical Officer and is responsible for the health and welfare of school children (London County Council Standing Order 277, page 172). The expenses of these services are provided in the budget of the Education Committee, although they are administered by the Medical Officer of Health, who is independent of the Education Committee. It is highly desirable to effect this formal change as early as possible in the present accounting arrangements for the following reason. [When the question of settling the proportion of Government grant on the expenditure on primary education is taken for discussion with Government, the expenses on medical inspection, school clinic, supply of milk, etc., must not be allowed to remain unaccounted for in the education expenditure of the Corporation.] Till lately, the Provincial Government, did not consider expenditure on items like medical inspection, school clinic, supply of milk, etc., as an obligatory expenditure on education. Recently, however, Government have included in the duties and functions of the District School Boards and authorised Municipalities a duty to 'provide for the welfare of the children attending primary schools' and have directed them to 'make regulations for the supply of books, slates, educational requisites, *milk, meals* or clothes to children receiving primary education' [vide Bombay Provincial Education Act of 1947, Sections 13(2)(a) and 13(3)(iii) and 17(3)(iv)]. The changed attitude of Government towards

services meant for the welfare of school children is bound to make them accept the Corporation's expenses on these services as admissible for grant. That is why it is suggested that early steps should be taken to include the pertinent expenditure in the Education Budget.

The Control of the Accounts Section of the Schools Committee.

In whom should it vest ?

112. According to the present practice which has been in existence almost since the inception of the Joint Schools Committee in the year 1890, the Accounts Section of the Schools Committee works directly under the Schools Committee as a part of its Central establishment and the Superintendent of Accounts acts as the Head of this branch and he is responsible for the maintenance of the accounts quite independently of the Chief Accountant of the Municipality. The accounts are audited from day to day as is done in the case of the department under the Chief Accountant.

113. The main advantage of keeping an independent or separate Accounts Section of the Schools Committee is the facility it affords to quick disbursements. It also helps the Schools Committee in getting at facts and figures relating to accounts at a very short notice. As against these advantages, the present system is open to certain disadvantages. Firstly the maintenance of accounts covering an expenditure of nearly one crore of rupees has to be done by a subordinate officer of the rank of a Superintendent without guidance and help from the Chief Accountant who is the expert adviser of the Corporation in account matters. Neither the Schools Committee nor the Secretary, Schools Committee (Education Officer), under whom he works is in any way professionally qualified to supervise or guide his work so far as it relates to the system and principles of accountancy. Secondly, the relation of the Secretary with the Superintendent of Accounts is further complicated by instructions issued by the Corporation underlying their Resolution No. 9806 of 21st December 1927. The instructions are: 'That the Superintendent of Accounts should be made directly responsible to the Schools Committee, i.e., independent of the Committee's Secretary.' Whatever may be the significance or the object of these instructions, it must be said that they are not strictly observed inasmuch as the Superintendent of Accounts, like other officers working

under the Schools Committee, is subordinate to the Secretary Schools Committee, for all practical purposes. The following quotation is interesting and instructive :

“The departmental Accountant has not the independence, of the Chief Financial Officer (corresponding to the Municipal Chief Accountant). He is identified with the policy of his department, the justification of which he tends to regard as one of his principal duties.”

—(Local Authorities : Internal Financial Control—A. R. Marshall—page 35).

The independence which is conferred upon him under the Corporation Resolution referred to above can be usefully exercised by him only if he were kept independent not only of the Secretary, Schools Committee, but even of the Schools Committee. Such an arrangement is not possible under the present system.

114. The Head of the Accounts Department of the Schools Committee ought to enjoy a certain amount of independence, which will enable him to advise the Committee on financial matters even if the advice be unpalatable at times. It is his duty to present a clear picture to the Committee of their financial liabilities, immediate and long range, of schemes and proposals that the Committee may entertain from time to time. He will be in a better position to do his abovementioned duty if he were acquainted with what is being done in other Municipal departments in similar circumstances.

115. In order to give the Head of the Accounts Section of the Schools Committee an independent position and thereby increase his utility as a financial adviser to the Schools Committee, it would be desirable to place the department under the control and management of the Chief Accountant of the Municipality. If this is done, Chief Accountant will be the official head of the Accounts Section of the Schools Committee and will be in an ideal position to guide and advise the Committee on financial matters.

116. In the system of educational administration under local authorities in England, the practice observed in majority of cases, is that the Chief Financial Officer (here Chief Accountant) is made responsible for the whole of the financial accounts including, of course, those of the Education Committee (Local Authorities :

Internal Financial Control, page 35). This is particularly so in towns and cities :—

“In many towns the whole of the financial operations are placed under the responsibility of the Chief Financial Officer, and this is an aspect of local Government administration which is favoured by the Ministry of Health, whose official auditors audit the accounts of Education authorities.” —(Education Department—A. E. Ikin—Pitman, page 48).

In the case of London County Council, the accounts of the Education Committee as of all other committees are maintained and controlled by the Comptroller of the Council who acts as financial adviser of the Council and is also its Chief Accountant. Mr. A. H. Marshall in his ‘Local Authorities : Internal Financial Control’ makes the following significant observations which clearly point out to the growing tendency in favour of centralisation of accounts in administration of local authorities in England :—

(1) “It is interesting to note a marked tendency towards centralisation and a growing realisation of the fact that the Chief Financial Officer is a functional specialist, who should be made responsible for organisation of the whole of the financial work of the Council.”

—page 36.

(2) “If there is one thing which has emerged more clearly than another from the present investigations, it is the central fact that the Chief Financial Officer should be a functional specialist. In this capacity he should be not only allowed but required to take responsibility for the whole of the financial organisation.”

—page 40.

Government contribution and control.

117. One of the most important episodes that has chequered the history of the relations of the Bombay Corporation with the Provincial Government, has been the question of Government grant and Government control. The present position with regard to this question is this. Government contribution towards primary education in the City of Bombay which is entirely under the control of the Bombay Municipality is about Rs. 9,74,000. This amount of grant was

received in 1948 as against an expenditure of Rs.73 lakhs (including all items that ought to go under primary education) for the year 1946-47. This shows that the Government grant came to about 13 per cent of the total expenditure. Expenditure on all items that ought to go under primary education is likely to go up in 1948-49 to Rs. 96,67,000. As the Government grant will remain at the same figure, its percentage to the total expenditure will come to about 10 per cent. If things are allowed to proceed without any settlement with Government regarding grant, the percentage of Government grant will go down from year to year. The position described above is very unhappy indeed and it is absolutely necessary that the Corporation and Government should come to an honourable understanding on this much vexed question of Government grant.

118. No useful purpose will be served by going into the history of this question of Government grant. Those who may be interested to know the past of this question may refer to (1) pages 221 to 227 of the Schools Committee's Manual, 1947 and (2) Mr. M. V. Donde's Note printed at pages 1285 to 1294 of the proceedings of the Schools Committee's meeting held on 9th October 1936.

119. There is every hope to believe that an early and amicable understanding between the Corporation and Government on this question can be brought about. The attitude of stiffness on the part of Government on this question from 1922 onwards did show a distinct change for the better when the popular Government came into power in 1937. On the eve of the introduction of compulsory education in the remaining five wards of the City (1940), the Corporation sent a representation to the Government with a view to securing increased Government grant for primary education in the City. The record of what took place at the Conference in the year 1939 shows a great change in the attitude of the new popular Government on this question. The Prime Minister (Hon'ble Mr. B. G. Kher) is reported to have observed as follows :—

“He quite realised that it was not proper on the part of Government merely to congratulate the Corporation on their efforts for the spread of primary education and that Government's appreciation ought to take a concrete form in the shape of an added grant towards the cost of primary education in the City. Government was, therefore, seriously thinking of giving some more money to the Corporation for this purpose without going at all into the question of their legal obligations in this

behalf....He recognised that it was a part of Government's duty to contribute a substantial sum to the additional expenditure to be incurred by the Corporation.....He assured the representatives that Government would give something quite substantial for the added expenditure that the Corporation would be incurring on primary education" (*Vide* papers underlying Corporation Resolution No. 764 of 20th November 1939—Corporation proceedings of the year, pages 1381 to 1385).

It will be remembered that soon after this conference of 9th September 1939, the popular Ministry resigned on political grounds and the assurance of the Prime Minister took no practical shape. Now that the popular Ministry is again in the saddle, is it too much to expect that the assurance given in 1939 would now be substantially implemented by a settlement of the question on a permanent basis? An amicable settlement between the Corporation and the Provincial Government on this question is bound to result in great good in several respects. That the Corporation will derive some financial relief is only one of the results that will follow such settlement. With the additional financial help from Government, the Corporation will be able to expand its activities and undertake new activities for the welfare of school-going children. The Bombay Corporation has actively shown a progressive attitude towards problems of welfare and education of school children. No other similar body has been able to tackle these problems on a similar scale. For instance, the whole City of Bombay has been brought under compulsion from 1940; the medical inspection of school children and its follow up in the school clinics has been going on for a number of years; the supply of milk to undernourished children which is estimated to cost more than rupees three lacs is a unique feature for the welfare of school children in the whole of the Country. The Central Schools where vocational education is combined with ordinary primary education is an experiment which is worthy to be watched. It is not suggested that these and other activities have reached a stage of perfection in their administration and results, but it must be admitted that Bombay has been undertaking activities which deserve a very careful and sympathetic noting by the Provincial Government and their Education Department. Such noting seems to be conspicuous by its absence. The Director of Public Instruction's Annual Report hardly makes mention of the welfare activities although they are carried on a sufficiently extensive scale to deserve special mention.

120. An interesting instance of how Government treated with indifference a proposal of the Bombay Corporation in the field of primary education may be cited here. In the year 1935, the Bombay Corporation approached Government with a request to allow them to reduce the five year primary course to four years. Government, however, in their letter No. 5925-F of 17th December 1935 to the Mayor declined to give the required permission. Twelve years after, i.e., in 1947, Government of themselves reduced the course from five to four years. This instance is cited not to challenge the wisdom of Government of that time but only to point out that the Bombay Corporation have been thinking of experimenting on progressive projects ahead of times even on the academic side of primary education. The Provincial Government and its Educational Department will certainly stand to gain if they keep a more sympathetic outlook in relation to what the Bombay Corporation may be doing in the field of primary education. The Corporation with its very progressive ideas about education coupled with a keen desire to put them into practice with or without Government aid (*Vide* Corporation Resolution No. 477 and 658 of 4th September and 23rd October 1939, respectively), is a body whose co-operation Government may well seek in the interest of the progress of education of the Province. The great need of this Country in the field of education and particularly primary education is to find out bodies and institutions that would be willing to undertake experiments and to spend for them. By carefully watching the results of such experiments, Government will be able to know whether such measures are worthy of being followed by others. With a hearty co-operation with such bodies and institutions by supplying them with funds, advice and guidance, any Government can raise the tone and efficiency of education and make it more useful to its citizens. Of all the local bodies in this Province, if not in the whole of India, the Bombay Corporation stands alone in this respect. Only one instance may suffice and that is the extreme keenness on the part of the Corporation to introduce compulsion in the whole of the City without even waiting for a promise from Government for their legitimate share of financial support. It may not be out of place here to urge upon the Provincial Government the need of revising their attitude towards the Bombay Corporation, so far as their educational service is concerned. [Both the parties should come to an agreement and look upon each other as co-operative partners in building up an educational system in the City which would not only be a model to the rest of the Province but even to the Country as

a whole.) The Corporation schools will supply the best field for experiments of various types regarding welfare and instruction of school children. A sympathetic Government can easily persuade the Corporation to undertake measures which no other body can undertake with equal willingness.)

121. It may be pointed out here that in the progressive countries of the world, including of course England, it is the great cities which have come forward to put into execution progressive measures in the field of education, of course, with the help and co-operation of Government. They have thus paved the way to the educational advancement of their countries. Among the several great cities of the world, London supplies a unique example in this respect.

122. The unsympathetic attitude of the Provincial Government towards the Bombay Corporation in the matter of grant for primary education may be attributed to certain acts of the Corporation which although done in good faith seemed to ignore the existence of Government as a partner in the educational venture. When the 1917 scheme for educational expansion in the City was presented to Government, Corporation asked for help to the extent of one-third of the additional expenditure. Government, at that time, in appreciation of the Corporation's keenness, promised to pay grant to the extent of half the extra expenditure. Soon after in 1920 or so, the Corporation revised the salaries of their teachers incurring thereby increased liabilities without even officially informing Government of the step taken. It would be appreciated that if Government was half and half partner to the expenditure on education, it stands to reason to expect that the Corporation ought to have taken Government into confidence in this matter. Of course, the Corporation's right to increase the salaries of the teachers as they deem fit need not and could not be questioned; but the views of the partner, *viz.*, Government ought to have been ascertained. This would have given both the parties a clear idea of their respective views on the question of teachers' salaries and much unpleasantness that crept in their mutual relations thereafter could have been avoided. It may be noted that Rule No. 4 (*viii*) of Rules framed in 1923 under the City of Bombay Primary Education Act XV of 1920 (*Vide Schools Committee's Manual, 1947, page 36*) is a binding rule under the Education Act (Section 18 of the Act). It lays down

that the payment of trained and untrained teachers should be made according to the rates fixed by the Corporation with the approval and sanction of Government. This has not been acted upon in subsequent years. No Government, however prosperous it may be, can afford to give a blank cheque to its partner to spend as much as he would like on a venture of which half the cost is to be borne by Government. Corporation has from time to time undertaken fresh activities which were not in existence in the year 1917 when the scheme of expansion was first submitted to Government giving them estimates of liabilities of the scheme; but they have never thought it necessary to ascertain the views of Government on the financial aspects of these activities. These and other commitments where the partner, *viz.*, Government was not consulted have led to widen the gulf between the two parties and have resulted in the present deadlock which has been in existence for the last 25 years.

123. It may be pointed out that in England and even in other countries where Government is a partner under statutory obligations to the educational expenditure of the local bodies, the previous sanction of Government to any measures involving expenditure is necessarily taken. If such sanction is not obtained, for any reason whatever, the local body is expected to bear the whole of such expenditure from its funds. The local bodies in England are very particular in seeing that no expenditure is incurred by them which may not be admitted for Government grant, which is about 50 per cent. The following General Regulation of the London County Council, which was in operation until 1931, will illustrate the rigour with which this principle is observed:

“No expenditure on education account shall be incurred under any resolution of the Council unless in each case all such expenditure if on rate account, or, as regards capital expenditure, all consequential expenditure on rate account including debt charges will rank for grant of not less than 50 per cent. from the Board of Education.”

—[General Regulations of the Council—(London)—Regulation No. 275, page 92].

The English system of Government scrutiny and subsequent approval of educational expenditure on new ventures or measures for purposes of educational grant has proved to be a very healthy

check and has done good to the local bodies concerned. The local bodies in their enthusiasm may like to undertake expensive schemes as submitted by their executive. The bodies have no experts to check the schemes except their own experts. Much good has resulted by the scrutiny of such schemes by Government experts who are in a position to take a comparative view of the details and even to suggest suitable modifications. The Corporation, therefore, would be well advised to recognise the fact that Government as a financial partner has a right to say as to what kind of expenditure they would not, for valid reasons, share for purposes of grant and how far they could help the Corporation in the various measures that the Corporation might undertake in the field of education. It may be noted that in the case of the Madras Corporation, the Corporation's budget estimates of the Education Fund have to be annually sent to Government. The Provincial Government pass orders on the budget and such orders are to be carried out by the Corporation (Section 38 of the Madras Elementary Education Act, 1920).

124. The assessment of grant to authorised municipalities in the Province is not regulated by any statutory obligation on the part of Government in the Bombay Provincial Education Act of 1947. Government, it appears, will by an Administration Act fix up from time to time the percentage of grant on recognised expenditure according to the ability of the Municipality. For some time past, Government has been giving 25 per cent. grant on recognised expenditure to the Ahmedabad Municipality and about 33 per cent. to the other major municipalities of Surat, Poona and Sholapur. This being the latest position, it is for the Corporation and Government to arrive at a satisfactory solution of the question of Government grant. While arriving at a satisfactory solution on this question, one important fact must be brought home to Government. Government have laid it down in the 1947 Education Act (Section 42) that if a scheme of compulsion from an authorised municipality be sanctioned by Government, they would bear half the cost of the scheme. The scheme of compulsion for the five wards of the Bombay City was submitted to Government by the Corporation in the year 1939. While sanctioning the scheme, Government stated that the question of grant was under consideration. The share and amount of Government's contribution ought, to be, therefore, arrived at as if the negotiations were taken up again where they were left undecided in the year 1939 (*Vide* para. 2 of

letter No. 6981-F, dated the 13th October 1939 from the Joint Secretary to the Government of Bombay to His Worship the Mayor of Bombay). In other words, the Compulsory Education Schemes of 1939 submitted to the Bombay Government must be considered in their setting of circumstances as they prevailed in 1939 and not in 1948. It should also be remembered that the attention of Government will have to be drawn to Section 18 (2)(C) of the Bombay Act XV of 1920, i.e., the Act to provide for the extension of primary education in the City of Bombay under which the Government was to determine their share of the cost of providing free and compulsory primary education specifying the extent to which the cost thereof should be borne by them (Government). Unfortunately for various reasons Government have not as yet given practical shape to this promise. They have, however, repeated this promise under notification No. 236 of 28th September 1923 of the Education Department wherein Government state that—

“The question of the extent to which the cost on account of the introduction of free and compulsory education in the City of Bombay should be borne by Government is under consideration separately.”—(*Vide Schools Committee's Manual, 1947, page 35*).

125. Reference is already made in para. 4 of this chapter to certain suggestions made by the Municipal Commissioner with a view to filling up gaps in the Draft Bill which he discovered after the Draft Bill was forwarded to Government. These gaps refer to Sections 124, 131, 133, 134 and 135 of the Municipal Act. The suggested amendments should be incorporated in the Draft Bill as they are very necessary.

126. Section 124 of the Municipal Act requires the Commissioner to prepare an Annual Administration Report together with a statement showing the receipts and disbursements of the Municipal Fund. In this Report he has to incorporate the Annual Report of the Schools Committee's department also. If the administration of the Education Department is kept under the Schools Committee independently of the Commissioner, it would be necessary to make legal provision in Section 124 to require the Education Officer to submit the Annual Administration Report of the Education Department in time so as to enable the Commissioner to include it in the Annual Municipal Administration Report. Section 124 of the

Municipal Act should be amended as suggested by the Commissioner (for the text of the amendment see Appendix A—part II).

127. Section 131 refers to cash balance to be kept at rupees one lac in the Municipal Budget. Under the Schools Committee's Bye-law No. 10, the Committee is required to have 'at its credit at the end of the official year a balance of not less than twenty thousand rupees.' The Commissioner proposes that this proviso in the bye-law should now be included in Section 131 of the Municipal Act which refers to the amount of cash balance at the end of the year in the General Budget of the Municipality. It is proper that the clauses relating to the cash balance of the General Municipal Fund and of the Education Fund should go together in the same section of the Municipal Act. Section 131 should therefore be amended as suggested by the Commissioner and the proviso made in the Schools Committee's Bye-law No. 10 should be deleted (for the text of the amendment see Appendix A—Part II).

128. Section 133 of the Municipal Act refers to the power of the transfer of budget grant from one head to another in the General Municipal Budget. The power is distributed between the Municipal Commissioner and the Standing Committee according to the extent of the amount to be so transferred. In the case of the Schools Committee, however, Bye-law No. 10-A gives the Committee full powers over such transfers irrespective of the amounts to be transferred. This question has been already discussed in para. 98 of this chapter, and a suggestion has been made there to withdraw this absolute power of the Schools Committee over transfer of budget grants. The Commissioner's suggestion in this matter is very definite and should be adopted (for the text of the amendment see Appendix A, Part II).

129. Section 134 once again refers to the cash balances of rupees one lac in the case of the General Municipal Fund and of rupees twenty thousand in the case of the Education Fund. The amendment suggested by the Municipal Commissioner is consequent on the amendment proposed in Section 131 as mentioned above. The amendment should be accepted (for the text of the amendment, see Appendix A, Part II).

130. Section 135 of the Municipal Act refers to the weekly audit of the accounts of the Municipal Fund by the Municipal

Chief Auditor. There is no mention of the audit of the Education Fund in that section, although the Municipal Chief Auditor has been auditing the Schools Committee's accounts. The Municipal Commissioner desires to give to this practice a legal sanction by making necessary amendment in that section. In paras 112 to 116 of this chapter, a suggestion has been made (*Vide* Suggestion No. 29, Chapter XVI) that the Accounts Section of the Schools Committee should be transferred to the control and management of the Chief Accountant of the Municipality. If this suggestion is accepted by the Corporation, it is a question whether any amendment will be required to be made in this section (Section 135) as suggested by the Commissioner. If the administration of the Education Department is transferred to the Municipal Commissioner as suggested in Chapter III, this question of amending Section 135 may not arise at all. The amendment suggested by the Commissioner pre-supposes that the Accounts Section of the Schools Committee will continue to remain under the control and management of the Schools Committee and its Executive Officer, *i.e.*, the Education Officer. If it is ultimately decided by the Corporation to keep the control of the Accounts Section of the Schools Committee under the Committee and its Executive Officer, the amendment suggested by the Commissioner should be accepted (for the text of the amendment see Appendix A, part II).

Amendment of Section 62-C of the Municipal Act.

131. In para. 5 of this chapter, it has been mentioned that Section 62-C of the Municipal Act requires amendment to suit the amendments suggested in other sections of the Act. This section refers to inspection of Primary schools in the City by Government officers and the payment of grant-in-aid to schools aided by the Schools Committee. The words 'wholly or partly' occurring in section 62-C (1) are proposed to be deleted for reasons given in paragraph 51 of this chapter. In section 62-C(3), there is a mention of the Government Grant-in-aid Code which is to be taken as a basis for assessment of Municipal grant to Aided Primary schools. Now that there is already a Municipal Grant-in-aid Code sanctioned by Government, it is necessary to delete the words 'Government Grant-in-aid Code' and substitute the words 'The Bombay Municipal Grant-in-aid Code' instead. Other changes proposed to be

made in the section 62-C are of a verbal nature. The amended Section 62-C will read as under:—

62-C.

(1) All primary schools, whether Municipal or recognised by the Municipality as such shall at all times be open to all officers appointed by the Provincial Government for the inspection of schools and all reasonable facilities shall be given to any such officer for visiting any such school for the purpose of inspection.

(2) Every recommendation made regarding any such school by any such officer shall be duly considered by the Education Committee and the Education Committee may thereupon take such action as may in their opinion be required and shall, if so requested by the Director of Public Instruction for the Province of Bombay in any particular case, inform him of their decision and the action, if any, taken.

(3) In all matters connected with grants for the aid of primary schools, the Education Committee shall administer aid to such schools complying with the necessary conditions in accordance with the provisions of the Bombay Municipal Grant-in-Aid Code, which may be amended from time to time by the Corporation with the sanction of the Provincial Government.

CHAPTER III.

Transfer of Management of the Educational Department under the Municipal Commissioner.

1. After very careful consideration of the problem relating to the constitution, powers, functions, etc., of the Schools Committee in all its bearings, past and present, it is strongly felt that the very basis on which the constitution of the Schools Committee is now framed or is proposed to be framed in the Draft Bill must be fundamentally altered. The changes proposed to be effected in the Draft Bill do, no doubt, go to improve the system of the administration of the Schools Committee to some extent, but they do not propose to alter the structure, which has been in existence from the year 1909 and which makes the Schools Committee an executive body ultimately responsible to the Corporation for the educational administration. It is a question of fundamental importance whether it is a wise and sound policy to entrust all duties, powers and functions relating to the Corporation's Educational Service to an executive committee like the Schools Committee as it is proposed to be constituted in the Draft Bill, when its financial liabilities and volume of work have grown so large and are bound to grow still larger.

2. In order to properly understand the pros and cons of this fundamental question, it is necessary to know the historical aspect of the system under which the educational service was placed under the control of a separate executive committee. It is well known that in educational as in many other spheres of administration in this country, the contemporary practices prevailing in England have been taken as the basis of legislation. Taking London County Council as a typical illustration of the English practice, it may be noted that the Council's work is carried on through about fourteen Standing Committees one of which is the Education Committee. All these committees are given executive powers to a certain extent and they control and supervise the departments under them through the heads of those departments. There is perfect co-operation and co-ordination between the several committees and the departments and each committee is directly responsible to the London County Council and there is no single intermediary, either a committee or an executive, between the committee and the Council. The two officers who act as Co-ordinating Officers between the committees and the Council are the Financial Officer (called the Comptroller)

and the Clerk of the Council, who is the chief administrative adviser to the Council. These two officers directly help all the committees in their own spheres. The committees are of equal status and equally share the confidence of the Council. Under the circumstances, the 'Committee System', which is the core of the local Government administration in England works smoothly and efficiently and is, therefore, accepted as a model system of administration.

3. When it was found necessary to bring into existence in 1909, an administrative machinery for the educational service of the Bombay Municipality, the administrators of those days naturally picked up the idea of a Schools Committee in Bombay in imitation of an Education Committee of a Municipal Council in England. They gave it a statutory sanction with duties and powers similar to those given to the Education Committees in England. The administrators, however, forgot the one fundamental difference between the system of the Municipal administration of Bombay and the corresponding system prevailing in England, *viz.*, that in Bombay the Municipal Commissioner was the executive and administrative head of all 'spending' services of the Corporation and who thus combined in himself the executive functions of the committees in charge of the several Municipal services in England. The machinery for the administration of primary education in Bombay ought to have been so framed as to make it fit in in the then existing system of Municipal administration, *i.e.*, the Municipal Commissioner ought to have been made the executive head of the educational service as he was of other municipal services.

4. So long as the expenses of the educational service of the Corporation were limited to an amount which could be conveniently spared, no conflict arose on financial grounds between the educational service and other services. This was the case till about the year 1927-28. Since then, the Schools Committee has hardly ever obtained the full measure of their demands. The Municipal Commissioner has been all along these years expressing, at times, in emphatic terms his view that the demands of the educational service of the Corporation are higher than what could be spared by him taking into consideration the legitimate demands of other services. This view has been also generally upheld by the Standing Committee and even by the Corporation. Under these circumstances, it is very necessary to devise a system under which the conflict between the views of the Schools Committee and those of the Municipal

Commissioner and the Standing Committee regarding the financial demand for primary education would be eliminated. Otherwise, the educational service will not thrive with vigour and efficiency as all would wish it to do. It may be argued that if the Municipal Commissioner and the Schools Committee are brought together at the initial stage under statutory obligations for discussion of the Committee's budget proposals, the conflict referred to above will easily be eliminated. If such an arrangement is provided for, it may tend to a proper understanding of the views of each other, *viz.*, the Committee and the Commissioner, and to lessen the rigour of the conflict to certain extent. The Municipal Commissioner will however look at the Committee's demand in its proper setting within the total demands of all Corporation services, while the Schools Committee is bound to take a detached view of their demand, and press for its acceptance at least in a large measure. The only way that may reasonably be expected to solve the almost perpetual conflict on financial matters is to require the Municipal Commissioner to frame the Education Budget along with the budgets of all other Municipal services.

5. The natural consequence of the above suggestion, *viz.*, that the Municipal Commissioner should be responsible for framing the Educational Budget will be that he must also be the Chief Executive Head of the Education Department as he is of all other spending departments. The Schools Committee (Education Committee) will be entirely free from its executive duties. The Education Officer will be subordinate to the Municipal Commissioner and under his guidance and control, he will carry on the administration of the Education Service. The Committee will have no hand in the appointment of the employees in the Education Service and the matters relating to discipline, etc., will vest in the Commissioner as they are in the case of other services.

6. If as suggested above, the Schools Committee (Education Committee) is to remain as an advisory body, its constitution and functions will be mainly as under:—

(1) *Composition of the Education Committee:*

(a) This committee should consist only of Councillor Members. It is proposed to have no Non-Councillor Member on this committee. The object of appointing Non-Councillor Members is to secure expert advice for the committee. This object can be better

served by appointing a purely advisory committee to be called a 'Consultative Committee,' whose composition and functions are described hereafter (para. 14).

(b) The number of Councillor Members on the Education Committee should be eight. As this committee is to be charged with the duty of advising the Commissioner on principles and policies of educational administration only, there is no need of having a larger number on the committee. In the Madras Corporation, where the Municipal Commissioner is the executive head of the Education service, the Education Committee consists of seven Councillor Members.

(2) *Functions of the Committee:*

(a) To advise the Commissioner on matters of principles and policies in any sphere of educational administration, so as to make it more efficient and effective.

(b) To scrutinise the Education Budget as framed by the Municipal Commissioner and to see that adequate provision has been made for all branches of the Service and for schemes and plans for improvement which the Corporation may have previously sanctioned in principle and policy. The Committee should have statutory powers to move the Standing Committee and the Corporation in respect of their proposals which the Municipal Commissioner may not be able to implement in the Education Budget.

(c) To approve schemes and plans for improvement and extension of education as submitted to them from time to time by the executive (through the Commissioner), and if necessary, to initiate themselves, schemes and plans for the same purpose and to advise the Municipal Commissioner to take necessary action to implement them. A provision should be made in the Act to enable the Committee in its capacity as an advisory body to approach the Corporation for final decision and instructions if the Municipal Commissioner does not see his way to accept the advice of the Committee for any reason whatever.

(d) To give approval to the rules, regulations, etc., which the Municipal Commissioner might frame from time to time (i) for the discharge of his duties laid down in the Act. [This will include the scales and standards to be adopted regarding accommodation, staffing and equipment of schools, free distribution of books, slates, clothing

milk, food, etc.], and (ii) for the working of the committees or sub-committees that may have to be appointed to look after the attendance, instruction and welfare of children.

(e) To bring to the notice of the Municipal Commissioner defects and deficiencies that they may happen to observe in the working of schools and see that they are removed as early as possible by the executive.

(f) To perform such other duties and functions as may be prescribed by the Corporation.

7. In the Municipal administration of this City as at present carried on, there is another service, *viz.*, the Health Service which is as vital to the interest of the public as the Education Service. That service is being administered by the Commissioner with the help and advice of a committee called 'Medical Relief and Public Health Committee.' The work of the Health service has been for several years past very progressive. It has stamped out plague and malaria from the City—an achievement of which our City should be proud. A network of hospitals has been spread and great impetus has been given to medical education. These facts prove beyond doubt that services which are vital to the welfare of the public can safely be entrusted to the Municipal Commissioner and his staff helped by an advisory committee.

8. There was a time when Education was one of the neglected public services in this Country. Administrators trained and bred up in that atmosphere were not expected to support the spread of education if that service were put directly under their charge. A Municipal Commissioner of those old days might not have supported the cause of education in the City as enthusiastically as the Schools Committee was able to do then. But things have now changed considerably. It is now universally admitted that education is one of the most vital of the nation-building services. Whether the service be now under the control of a committee or an individual officer, it is bound to receive the utmost consideration and care from either of them. There is, therefore, no reason to suspect that the change suggested in transferring the control of the Education Service from a committee to the Municipal Commissioner will in any way be less conducive to the good of the service.

9. It is generally admitted that the present administration of the educational service of the Municipality has not been able

to achieve the much expected success in implementing the compulsory education enactment. Thousands of children of school-going age are yet outside the school. Whatever may be the reasons or difficulties that have come in the way of the discharge of this obligation, the fact remains unchallenged. Not a single prosecution against any defaulting guardian has been launched during the last 23 years, *i.e.*, since compulsion was introduced in the City for the first time. This is a state of things for which the present administration of the educational service is solely responsible. It may be argued that the administration thought it unwise to launch prosecutions and thus harass the public. Granting that this argument is strong enough to absolve the present administration from its legal obligations, it was their duty to get the enactment cancelled or altered in the light of difficulties experienced by them. But so long as the enactment stands, it is the duty of the Schools Committee to carry out the obligations legally imposed on the Corporation. If a single officer were held responsible for carrying out the legal provisions of the Act, and if he had not been able to do so far a fairly long period of time, he would have certainly received a challenge from the public and the Corporation, but a committee is above such challenge for it consists of a shifting personnel and a committee's responsibility is nobody's responsibility. There is not the least doubt that if the educational service is placed under the control of the Municipal Commissioner as suggested, he will without delay see to it that the proper machinery to implement the obligations under the Compulsory Education Act is set up and that the machinery does its assigned job forthwith. If in the discharge of the legal obligations, more money be found necessary, he will either get it from the Corporation or if the Corporation is not in a position to spare the necessary finances, which would hardly happen, he will publicly throw the onus on the Corporation. Anyway, the problem will not remain hanging as a nobody's problem.

10. At present the position of the Secretary, Schools Committee (Education Officer), is not enviable so far as his relations with his subordinates are concerned. He has no disciplinary powers over them. In the Draft Bill submitted to Government in the year 1939, the position of the Secretary in these respects is sought to be considerably improved, yet he has to take orders from the Committee in several matters relating to instruction and administration. Experience shows that an executive officer who has to abide by the decisions of a committee instead of those of one superior

officer finds his work hampered by abnormal delays and at times by unexpected decisions. There is every possibility of strengthening the hands of the Education Officer in his executive duties if he is to be guided by one person instead of a committee. If the Education Service is placed under the control of the Municipal Commissioner like the other services of the Corporation, the service will be regulated and governed by common rules of appointment, promotions, discipline, etc., and there will be no reason to complain that any one service is receiving different treatment from others. The most important result however, of placing the educational service under the control of the Municipal Commissioner, will be the perfect co-ordination and co-operation of all other services of the Corporation in the interest of that service. While discussing at another place the provisions of the Draft Bill as submitted to Government, it has been suggested (*Vide* Chapter II, paragraphs 59 and 115) that for the better and more efficient working of the Education Department even if it be retained as it is under an Education Committee,

(1) the secretarial work of the Committee should be transferred to the department under the control of the Municipal Secretary, and

(2) the Accounts Section of the Education Committee should be transferred to the department under the control of the Chief Accountant.

11. The abovementioned two desirable changes will automatically come into effect if the control of the Education Service is directly placed under the Municipal Commissioner and the Schools Committee is made an advisory committee like the Medical Relief and Public Health Committee. Regarding the co-operation of the Public Health Department of the Corporation, it is already managing that branch of the service which looks after the medical inspection of school children, school clinic and supply of milk. As the scope of this service is bound to increase considerably, in the near future, it will be in the fitness of things that this service and the Education Service which are so much inter-related should be under the final control of one person, *viz.*, the Municipal Commissioner.

12. In the Draft Bill, provisions have been made to confer on the Schools Committee certain powers which are at present being exercised by the Commissioner under the Act. These powers relate to entering into contracts, leases and sub-leases and disposing of

movable properties. In the proper exercise of these powers, the Schools Committee will have often to seek the help and co-operation of the Legal, the Engineering and the Assessment Departments, which are at present under the Municipal Commissioner. If the Education Service is given under the Municipal Commissioner, it will not be necessary to amend the Municipal Act in that respect. It will also not then be necessary to confer, as contemplated in the Draft Bill, certain statutory powers on the Education Officer by divesting the Schools Committee to that extent of its present powers, for, the Municipal Commissioner is, under the existing Act, able to delegate necessary powers to his subordinate officers.

13. In conclusion, it may be pointed out that if the Education Service is transferred to the control of the Municipal Commissioner and the Schools Committee is made an advisory body, most of the sections of the Draft Bill have to be dropped and a few new sections relating to the Constitution, powers and functions of the Education Committee in its advisory capacity will have to be incorporated in the Draft Bill.

Consultative Committee.

14. It has been mentioned above (para. 6) that the Education Committee whose main functions are to advise the executive on matters of principles and policy and to keep a watch over the progress of the educational service on behalf of the Corporation need not have Non-Councillors amongst its members. The main purpose of having Non-Councillor members on an Education Committee is to secure expert advice on educational matters which generally may not be available from the other Committee members. Expert advice for the progress and efficiency of a social service like education in which new ideas and new methods are being advocated from time to time is, no doubt, of vital importance. The scope of such advice should be on a much larger scale than what is possible through the co-optation of a few members on the Committee. It is, therefore, recommended that the Education Committee in consultation with the executive should appoint a committee to be named a Consultative Committee. This committee will consist of half the number of the members of the Education Committee (four out of eight) and thrice that number (*i.e.*, twelve) of Non-Councillors. The Non-Councillors should be experts competent to advise on various educational problems, both administrative and

academic, and may include representatives of teachers both Municipal and non-municipal. The scope of work of such a Consultative Committee so far as the practice in England is concerned, is described in the following quotation :—

“The matters raised in Consultative Committee relate questions of educational organisation and policy, and to matters in connection with curricula, time tables, general schemes of work, school premises, furniture and equipment. It is open to members to raise questions for consideration provided that previous approval of the authority (Education Committee) is obtained, but all purely financial questions are usually excluded.”
—(The Year Book of Education—(London)—1932, pages 44 and 45).

The inclusion of representatives of the teaching profession in the Consultative Committee will go a great way in securing their co-operation in raising the tone of the instructional side of the Committee's functions and giving them (representatives of the teaching profession) a status of partnership in building up a sound educational structure for the City's children. Such a Consultative Committee may appoint sub-committees of its own with power to add experts who may not be members.

15. The following extract will show that the principle of making the executive responsible for the administration of the educational service is now recognised as a sound one :—

“The general functions of the local board of education are legislative, not executive. This statement means that the board, when properly organized, is concerned with the determination of policies, not with the application of those policies to specific cases. The board members are not chosen because of the expertness in the detailed management of educational affairs, but only because they are considered competent to decide on policies in accordance with the general desires of the citizens in the community. Whenever the local board of education or any individual member of the board begins to undertake executive functions, trouble is almost certain to ensue within the school system.”

—(American Educational System—Russell and Judy, page 136).

CHAPTER IV.

THE BOMBAY CITY PRIMARY EDUCATION ACT OF 1920 :

Its working and suggestions to make it more effective.

Introduction and Statistics.

1. The Bombay Municipality introduced compulsory education in F and G Wards of the City in 1925 and in January 1940 it was extended to the remaining five wards (A to E) of the City. Boys and girls of all creeds and communities, excluding Europeans and Anglo-Indians, between the ages of 6 and 11 residing in the City were brought under compulsion from that date.

2. The schemes for compulsion in A to E Wards were submitted to Government in 1937. The figures of population and compulsory age children were calculated in those schemes on the basis of Census figures of the year 1931, the latest available at the time. In the five Wards, A to E, the total population was about eight lakhs. The number of children of 6 to 11 years of age (compulsory age) was calculated at 8 per cent. of the population and their number was shown at 64,000. Out of this number, 45,000 children of 6 to 11 years were reported to be actually at school. The number that remained to be brought to school was 19,000. As to F and G Wards where compulsion was already introduced from 1925, it was revealed by an actual census taken in September and October 1937 that out of 29,000 children of compulsory age, 22,000 were attending schools, leaving 7,000 as non-attending. Thus according to the calculations made in the year 1937, there were in all 93,000 children of school-going age in the City. Out of this number, 67,000 were actually attending Municipal and private schools, while 26,000 children were out of school. In March 1948, the number of children of school-going age actually attending schools, was 81,000 in the Municipal and 40,000 in the Aided schools. Thus although according to the calculations made in 1937, when the schemes for compulsory education for the whole of the City were prepared for submission to Government, the highest number of compulsory-age children was put at 93,000. The actual figure of such children attending all schools in March 1948 was 1,21,000, i.e., 28,000 more than what was provided for in the schemes.

3. The schemes referred to above were based upon the Census figures of 1931, the latest available at the time and, therefore, the figures of school-going age children might have been under-estimated since the population had actually increased between 1931, the census year and 1937, the year of the preparation of the schemes. It must, however, be clearly appreciated that so far as the estimates of the school-going children in the 1937 schemes were concerned, the actual figures of 1948 show that the Corporation through their Schools Committee have not only brought that number to school but the actual number so brought is far greater.

4. If we take the 1941 Census population figure, the latest reliable figure available, and work out corresponding figures, they will be as under:—

(1) Population of the City in 1941 as per Census ...	14,90,000
(2) School-going age children (6 to 11 years) at 8 per cent. of the population	1,19,000
(3) Number of children—(6 to 11 years)—actually attending schools in 1941	
Municipal Schools ...	82,000
Private Schools ...	22,000
	1,04,000
(4) Number of children (6 to 11 years) that were outside the schools in 1941	15,000

In the year 1948, as has already been pointed out, the total figure of school-going age children attending all schools in the City was 1,21,000. This means that the Schools Committee have been able to provide for the education of not only all the estimated children of school-going age (1,19,000) but even 2,000 more, if the population had remained at the figure shown in the Census Report of 1941. If, however, the present abnormal increase in the population of the City since 1941 is taken into account, it must be admitted that a large number of children of school-going age must have remained to-day unattended to.

5. The task of ascertaining even approximately the present population and the number of school-going children in the City is not easy, inasmuch as no authoritative figures like the census figures of 1941 are available for the year 1948. However, an effort is made below to arrive at an approximate figure of the total population in the City. The 1941 Census figure of the population was 14,90,000. The Executive Health Officer in his annual report for the year 1946-47

has roughly estimated it at 25,00,000 for the year 1946 (*Vide* page 26 of the Administration Report of the Municipal Commissioner for the City of Bombay, 1946-47). Through the courtesy of the Government Rationing Department, the following figures of population based on the ration cards issued in September 1948 are available :—

(1) Children upto 6 years of age ...	...	2,57,000
(2) Others—above the age of 6 years complete ...	...	25,05,000
		27,62,000

This excludes the temporary card-holders and the inmates and servants of hotels, etc., whose number may exceed 1,50,000. Allowing for discrepancies that are likely to have crept in the registration of the cards, the population of the City may safely be taken on the basis of these calculations at 27 lakhs. It may be noted that in the decennial census, persons staying temporarily in Bombay and also the inmates and servants of hotels are included in the counting on the Census day. However, in excluding this number of 1,50,000 and also 62,000 out of 27,62,000 of the regular residents according to the register of the Rationing Department, we have erred on the safe side. The figure of population of 27 lakhs thus arrived at for the City of Bombay will be a 'rock bottom' figure for September 1948. The Executive Health Officer's report as mentioned above estimated an increase of two lakhs between the years 1945 and 1946. The recent influx of a large number of refugees must have added substantially to the population of the City in the year 1947-48. It, therefore, stands to reason to allow for an increase of two lakhs over the figure of 25 lakhs estimated by the Executive Health Officer for the year 1946.

6. Taking the Province of Bombay as a whole, the percentage of children of school-going age (6 to 11 years) comes to about 13 per cent., but the percentage decreases as the industrialised condition of a unit of the population increases, for in such units there is a large number of adults who do not bring their children with them. So far as the City of Bombay is concerned, it has been found from Census reports that the percentage of children of school-going age to the total population is between 8 and 9. It is nearer 8 than 9. It has been the practice to take this percentage at 8 for the City of Bombay and it has been so adopted from time to time in all

calculations relating to compulsory education schemes submitted to Government. Taking the population of the City in 1948 at 27 lakhs and the percentage of children of school-going age to the population at 8, it appears that there ought to be 2,16,000 children of compulsory age. It has been already shown that 1,21,000 children of school-going age were attending schools in March 1948 out of a total of 1,70,000 of all ages. Presuming that about 5,000 of these have been brought to school since then, the number of the non-attending children of compulsory age today (September 1948) would appear to be about 90,000 (ninety thousand). The presumption made above that about 90,000 children of school-going age are still out of school in the City will, no doubt, appear to be surprising. What may be the actual state of things will be revealed when the decennial census of 1951 will be completed. A very approximate idea of this figure* will also be obtained by the census of non-attending children of school-going age to be shortly undertaken by the Attendance Department of the Schools Committee. Anyhow, it must be admitted that the problem of compulsory education in the city has been very much complicated and rendered in a way elusive by the abnormal increase in the population of the City, which was about 15 lakhs in the year 1941 and which is now presumed to be 27 lakhs in 1948.

7. It must be noted that the machinery set up by the Schools Committee for enforcement of compulsion which might have been adequate for a population of 15 lakhs cannot be considered to be adequate for a population of 27 lakhs. Moreover, if most of the non-attending children, whose figure is now presumed to be 90,000, be brought to school, a large increase in the now available accommodation and staff will have to be provided for. These are problems of very great magnitude which the Corporation and the Schools Committee will have to tackle in the near future if compulsion is to be successfully enforced in the City. The task that lies before me now is to suggest a frame-work of an agency which will successfully tackle the problems of picking out non-attending children with a view to bringing them to school, ensuring regular attendance of school children and bringing to book defaulting guardians who may be in the habit of defying the law of compulsion.

* In a special census of non-attending children of school-going age taken in October 1948, the Special Attendance Officer found about 23,000 such children in the City.

The Attendance Department of the Schools Committee and its Working.

Efforts made to bring in non-attending children: —

8. The Attendance Department was brought into existence in the year 1925 when compulsory education was introduced in F and G Wards of the City. This department was placed under the charge of the Superintendent of Aided Schools who, for this purpose, was called 'Census Officer' and later on 'Special Attendance Officer'. The Special Attendance Officer was thus in charge of two departments jointly—the Aided Schools Department and the Special Attendance Department. He had under him two subordinate officers, one of whom did help him as an Assistant Superintendent of Aided Schools also. The other Officer was devoting his entire time to the work in connection with compulsory education. There were also under him about ten clerks and an equal number of peons. The area of F and G Wards was divided into ten sections and each section was put under the charge of one clerk who later on came to be called an 'Inspector'. The Inspector went round his section for a part of the day along with a peon and noted down in a register, names etc., of non-attending children of compulsory age residing in his section. These Inspectors tried to persuade the guardians of children to send them to school and served them with notices signed by the Special Attendance Officer, if they failed to do so. The names of guardians of children who failed to send their children to school in spite of repeated notices, were submitted to the Schools Committee from time to time for further action. The Committee was generally of opinion that unless all persuasive methods were exhausted, no prosecution should be launched.

9. In the year 1929-30, a scheme called the 'Attendance Teachers' Scheme' was launched. The purpose of this scheme and the method by which it was worked are described as follows in the Annual Report of the Schools Committee for the year 1929-30, page 12:—

“ It was thought urgently necessary to make all possible efforts to reduce the number of non-attending children and thereby to increase the attending number and to secure the regular attendance of both old and new pupils. It was found by experience that a staff of 10 clerks was found to be insufficient to cope with the work, with the result that the number of non-attending children remained unattended to. With a view to

achieve our desired goal, a scheme of engaging about 80 "attendance teachers" with an allowance of Rs. 10 per month for extra work, for a period of three months, as an experimental measure, was submitted to the Committee and was approved by them. It was, however, decided that the 80 teachers should begin their work from June 1930. In accordance with the scheme, about 80 teachers have been already engaged and they have been asked to visit each family in the neighbourhood of their own respective schools and find out the non-attending children and induce their parents and guardians to send them to school. Teachers by nature of their vocation wield a greater influence of the parents in general and it is, therefore, hoped that the experiment of bringing into schools the maximum number of non-attending children and stabilising their attendance through these 80 teachers may succeed to a great extent. It may be mentioned here that these teachers have already worked for about two months and they have brought in more than 2,000 children to schools out of the 5,000 non-attending children in F and G Wards."

Again in the years 1930-31 and 1931-32, the Scheme of 'Attendance Teachers' was resorted to as the results of the previous experiments were satisfactory. The work of going round the sections for finding out non-attending children which was till then being carried on by inspections was taken away from them and instead, the teachers working under the Attendance Scheme, about 80 in number, were asked to do the work outside school hours. Among the duties assigned to these teachers, the following two were important (*Vide* Schools Committee's Annual Report for the year 1931-32, page 11) :—

(1) That they were to take the enumeration of children—Marathi, Gujarati, Urdu and others—below 11 years of age for the purpose of printing and publishing the registers of the non-attending children of compulsory age as per Rule 5 of the Rules framed by Government under the powers vested in them by the City of Bombay Primary Education Act XV of 1920.

(2) To move about in the area entrusted to them for bringing in children who may not have joined school at all and also those who may have attended a school before but may have left it later on.

As a result of the working of the scheme for seven months, the teachers were able to bring into schools about 6,000 children of all ages.

10. In the following year, *i.e.*, 1932-33, instead of the Attendance Teachers' Scheme, a trial was given to a new scheme in which all teachers of all schools in selected localities in F and G Wards were made to co-operate with the Attendance Department, which then consisted of ten Inspectors and three officers. The selected schools were altogether closed on half holidays, and the teachers who thus got some relief were required to go to their sections or beats on Sundays or on holidays when the parents or guardians of children were generally found at home. This scheme was worked for about two months. As a result of this scheme and also the regular work done by the Attendance Office, about 2,000 non-attending children were brought to school. The scheme was not, however, pursued further.

11. In the year 1940, *i.e.*, the year in which compulsion was made applicable to the whole of the City, a measure on a large scale was adopted in order to bring to school non-attending children in the City. As many as 446 persons including Supervisors (5), Head Teachers (45), teachers (258), school peons (37) and outsiders (101) were engaged for the purpose. They worked for 3 months, two hours a day, outside the schooltime on extra remuneration. They brought in about 9,400 children of all ages at the end of the campaign. The experiment was repeated in the following year, but only with the help of teachers (120) and school peons (120).

12. A notable experiment in the propaganda work in connection with compulsory education was tried in the year 1944-45 (*Vide* Schools Committee's Annual Report, pages 1 and 3, paras. 3 and 10, respectively). In the first fortnight of December 1944, almost all teachers in Municipal schools numbering about 3,000 were sent out for one hour every day in the evening to search and bring in non-attending children. In order to enable the teachers to do this work during school hours, the schools were closed one hour earlier. This huge drive which was attempted for the first time brought in about 14,400 children of all ages, among whom 10,000 were of school-going age. The effect of this drive lasted for sometime after its termination. For, during the whole year (1944-45), there was a record rise of 18,000 non-attending children of all ages.

13. In order to stabilise the attendance of children brought in through the efforts of the teachers, a new agency of part-time peons was engaged, which supplemented the efforts made by the teachers. The part-time peons were being recruited for this purpose from the year 1943-44. Their number rose to nearly 340 in the year 1947-48 and they were at a later stage asked to do the work of going round the different localities. This work was mainly done by the teachers before. This agency of part-time peons, which cost about 1,70,000 rupees a year was dispensed with from August 1948.

14. Propaganda meetings in the educationally backward localities of the City have been a notable feature of efforts made by the Schools Committee in bringing home to the guardians the need and particularly the legal obligation of sending their children to school. Such meetings have been held on a fairly large scale from about the year 1926. As years passed on and compulsion was introduced in the whole of the City, the volume of this kind of propaganda work increased. An idea of the nature and volume of such meetings may be had from the following account given in para. 3 (page 1) of the Schools Committee's Annual Report for the year 1945-46:—

“ Fifty-four propaganda meetings in addition to fifty-two Parents' gatherings were held in different parts of the City to persuade the parents and guardians of the non-attending children of compulsory age to send their wards to Municipal Schools. Many Members of the Schools Committee as also those of the Corporation took an active part in these meetings. Members of the public also lent their active co-operation and hearty support.”

15. The account given above of the various schemes put into force from time to time to find out and bring in non-attending children and also of the means adopted through propaganda meetings to make the defaulting parents conscious of their duty toward their children, will show that the Schools Committee, their Secretary and the Attendance Department have done solid work so far as persuasive measures to bring in children are concerned. The educational officers and teachers have also contributed their mite in this work. The fact that there are 1,21,000 children of school-going age in the Municipal and private schools in the City, is a sufficient testimony to the efforts made by the Schools Committee and their staff in reaching nearer to the goal. Had the City's population

remained at 15 lakhs where it was in 1941, the year of the last census, the number of school-going children to be provided for would have been about 1,20,000. This number is already in schools in 1948. If a large number of children is yet to be brought to school, it is mainly due to a further rise in population of more than 12 lakhs which has obviously thrown the Municipal school system out of gear and in fairness to all concerned, it must be said that the situation is due to circumstances over which they had no control.

Taking of Census of School-going age children :

The Law and the Practice.

16. According to the Rules* originally framed under the City of Bombay Primary Education Act of 1920, it was incumbent on the Schools Committee to take a census of children of school-going age residing in areas brought under compulsion and to print, every year in the month of November, registers in prescribed form, of such children, both attending and non-attending for the guidance of all concerned. This involved huge volume of work as the registers were to include names of children not only non-attending, but also attending, whose number was very great and ever increasing. This inclusion of attending children in the printed registers did not materially help the cause but it only added much to the printing cost. Government's sanction was, therefore, obtained in 1931 to print the details of the non-attending children only in the annual registers. Such registers were being annually printed till in the war years, difficulties were experienced in taking the annual census and also in printing the registers. Government was, therefore, again approached to dispense with the legal necessity on the part of the Corporation to take an annual census and print the registers. Government in the year 1944 agreed to the proposal, provided previous permission of Government was obtained in any particular year for such concession (*Vide* Rule 6 of Rules framed under the City of Bombay Primary Education Act of 1920, page 37 of the Schools Committee's Manual 1947 and also the proceedings of the Schools Committee, dated the 14th June 1944, pages 314 to 316). The present position, therefore, regarding census of non-attending children of school-going age is this. The Schools Committee, through their Special Attendance Officer, is to take census of non-attending children in the whole of the

* For the Rules referred to above, please see Schools Committee's Manual, 1927—pages 177-78, and the Manual of 1947—pages 35-37.

City each year ; to get the registers printed in November in the prescribed form and to maintain them in good order throughout the year. Government may, however, on application, exempt the Schools Committee from printing the registers or even from taking census. The application for such exemption is to be made every year.

17. It is, however, understood that the Schools Committee has very recently decided to approach Government, through the Corporation, to exempt them permanently from the obligation of printing the registers, owing to shortage of paper and high cost of printing, promising to arrange for the annual census of the non-attending children and to keep a manuscript copy or copies of the census registers in the office.

18. The first census of attending and non-attending children of school-going age in the F and G Wards of the City was taken in the year 1925. The operation occupied a period of about 3 months and it was carried on by the help of a large number of outsiders who worked for two to four hours during the day on a fixed remuneration. The work was supervised by a few Head teachers and clerks of the Attendance Department. The names of attending children were, of course, entered in the Census Registers from the school records. Till 1930-31, the enumeration was generally done by the help of outsiders working on a part-time basis.

Later on as a result of the experience gained by the introduction of the Attendance Teachers' Scheme, the enumeration work which lasted for about a month or two was mainly done through teachers. They worked outside school hours. The main reason of adopting this change in favour of teachers was due to the appreciation of the fact that the contact established by teachers at the time of enumeration lasted even after the enumeration work was over and thus the work of bringing in non-attending children was very much facilitated. Since then, teachers have been assisting in the work of annual enumeration, although they are helped in that work to a lesser or greater extent by peons also.

Notices to and Prosecutions of Defaulting Guardians.

19. The procedure to be adopted in the issue of an 'Attendance Order' to a defaulting guardian and subsequent legal action to be taken against him is governed by Sections 9, 10 and 12 of the Bombay

Act XV of 1920 and Rule 4(ix) framed under that Act. The steps prescribed are as follows ;—

(1) The preliminary stage of this procedure is to be entrusted to one or more 'Special Attendance Officers' to be appointed by the Schools Committee. A Special Attendance Officer is to mark out the guardian who fails to cause his child to attend a recognised primary school after repeated oral advice and then to send him a written notice asking him to send the child to a school specified in the notice or to intimate to him the name of any other recognised school where he would like to send the child or to apply to him for granting exemption to the child under reasons specified in Section 8 of the Act.

(2) Failing to send the child to school after the receipt of a written notice as mentioned above, the guardian is asked by another notice by the Special Attendance Officer to inform him as to the reasons of not making any arrangement to send his ward to school. It is understood that after this notice, if the guardian fails to contact the Special Attendance Officer as required, the Special Attendance Officer will try to ascertain the reasons, if possible, by personal enquiries himself or through his agents.

(3) If the Special Attendance Officer receives no satisfactory explanation from the guardian, he is to report the case to the Schools Committee. Such cases of default are to be reported to the Schools Committee from week to week [Rule 4(ix)].

(4) The Schools Committee on the receipt of a case or cases of default 'after giving the parent an opportunity of being heard and after such enquiry as it considers necessary, *may* pass an order directing the parent to cause such child to attend a recognised primary school on and from a date which shall be specified in the order' (Section 9 of Bombay Act XV of 1920). It is presumed that this order shall be signed by the Chairman, Schools Committee, himself, as the Act or the Rules do not seem to provide for the delegation of this power to the Special Attendance Officer. It should be particularly noted here that Section 9 of the Bombay Act XV of 1920 from which the quotation is given above does not make it obligatory on the Schools Committee to issue the order in cases of default reported to them by the Special Attendance Officer.

(5) If the Schools Committee fail to get a response from the guardian after he receives the order under Section 9, the Committee will authorise the Special Attendance Officer to make a complaint to a Magistrate on the Committee's behalf [Rule 4 (ix)].

(6) The defaulting guardian on conviction before a Magistrate shall be liable to a fine not exceeding five rupees [Section 10(i)].

Note.—Under Section 11 of the Act, employers of children of school-going age are liable for prosecution and conviction. This question has been discussed later on—(Vide para. 109.)

20. The Special Attendance Officer and his staff form the main agency to give effect to the compulsory education scheme in the City. From the beginning of the introduction of compulsion in F and G Wards to the present time, they have been very busy in addressing letters to the defaulting guardians to send their children to school or to meet them for explaining their difficulties, if any. In response to these letters which are repeated often, some guardians do send children to school, although the extent of response falls far short of the care and labour taken in sending the letters. To rely solely upon this method of persuasion was considered to be inadequate by the Schools Committee and in the year 1928, the Special Attendance Officer was asked to supply to them a few cases of obstinate defaulters with a view to sanctioning prosecution if the Committee were convinced that their default deserved further action. Throughout the succeeding years, the Special Attendance Officer submitted such lists when called upon to do so but no prosecution measures were sanctioned by the Committee. The attitude of the Committee during this period regarding the question is reflected in the following observation :—

“ The Committee believe that in these days of political unrest and disturbances, the step of prosecuting parents is likely to do more harm than good and that, therefore, the Committee are reluctant to resort to that method until all persuasive methods at their command have been tried and found ineffective” (Vide Schools Committee's Annual Report 1930-31, page 14).

21. In 1938, the Committee took a more serious view of the question and as a preliminary step towards launching prosecutions, they laid down a procedure under their Resolution No. 353, of 27th

July 1938. The question of launching prosecutions was hotly discussed several times in Sub-Committees and Committees. At the Committee's Special meeting held on 16th January 1940, it was resolved (*Vide* Resolution No. 1566 of 16th January 1940) as under:—

“That 4 or 5 cases of defaulting children from the different areas be selected for launching prosecutions and the Chairman be requested to fix a suitable day for holding a meeting of the Schools Committee to interview the parents or guardians of those children in order to give them an opportunity to explain their reasons, if any, for not sending their children to schools as required under Section 9 of the Bombay Act XV of 1920.”

No further action seems to have been taken in this matter since then.

22. Attention of the Schools Committee towards the question of launching prosecutions against defaulting guardians is being recently drawn by the Director of Public Instruction in his annual letters relating to the subject ‘Check over scheme of compulsory elementary education, Bombay Municipality’. The Government of Bombay have also acquainted the Corporation of their views on this question in the letter addressed to His Worship the Mayor from the Secretary to the Government of Bombay, Educational Department, dated the 3rd December 1945. In para. 2, the letter says:—

“2. I am to point out that, harsh though it may seem, prosecution is the essence of a system of compulsion. If prosecutions are never launched and reliance is exclusively placed on persuasion, it would not be correct to say that compulsion is in force in the City. The position in the City would not be different from that prevailing in voluntary areas where also mass education drives and propaganda campaigns are frequently undertaken.”

The reply of the Corporation to this view expressed by Government was in terms of the Schools Committee's remarks which were as under:—

“The Schools Committee feel that prosecutions should be resorted to after all persuasive methods had been tried.”
—(Corporation Proceedings, dated the 4th March 1946, page 1504).

Ward Local Committees.

23. In the Bye-laws of the Schools Committee, under Section 461 of the Municipal Act framed as far back as 1917, a provision has been made under Bye-law No. 7 (4) for the appointment of Committees for each of the 7 Wards (A to G) of the City. They are called 'Ward Local Committees'. Each Committee consists of sixteen members of both sexes residing in the City (and not necessarily in the Ward itself) of whom four are Councillors and twelve are Non-Councillors. The Committees are to be appointed by the Schools Committee 'as soon as practicable after its election' and they are to function till a new Schools Committee elects new Committees. The Ward Local Committee elects its Chairman and Honorary Secretary every year. A clerk from the Schools Committee's Office helps each Committee in its clerical work on a small allowance as he is expected to do this work outside office hours. The Committee selects for its business one of the schools in the ward.

24. Although the Bye-law No. 7(4) was framed in 1917, for about ten years the Schools Committee did not give effect to it. They were, however, directed by the Corporation in the year 1926 (Corporation Resolution No. 9020 of 25th June 1926) to appoint the local committees as required under the Bye-law. The Schools Committee thereupon appointed the Ward Local Committees for the first time in the year 1927, and sanctioned rules for their guidance (*Vide* Schools Committee's Manual 1947, Appendix I, (A) and (B) pages 217 to 221).

25. The main object of the appointment of such Committees by the Schools Committee is summarised in Rule No. 15 (*Vide* Manual 1947, page 220):—

“ The general function of local committees shall be that of serving as useful links between parents and school authorities.”

The Committees are expected to co-operate with the Schools Committee in their general work of administration and their duties in this direction are specified in Rule 15(a) to (h), Manual, pages 220 and 221. Among those duties, the following seem to be important:—

- (1) To induce parents to send pupils to schools regularly.
- (2) To see that the physical well-being of children is secured by persuading the guardians to take advantage of the medical inspection service and the Municipal dispensaries for free treatment.

- (3) To exert their good offices in collecting special funds from the philanthropic public for getting up Prize Distribution Ceremonies, Exhibitions, Education Weeks, Fresh Air Excursions, for providing free lunch, free spectacles, clean clothes and other useful assistance to needy pupils."

And (4) "Generally to suggest methods which may improve the Schools Committee's administration, its methods of teaching and modes of conducting the affairs of the schools on modern lines."

26. The beneficial activities of these Committees depend upon the enthusiasm which a member or group of members may evince. Naturally, therefore, the degree of their activity varies. On the whole, these ward committees have been of help in bringing to the notice of the Schools Committee the deficiencies in the requirements of schools and affording at times facilities for recreation, etc., to school children. It is a practice to convene occasional conferences of all the Ward Local Committees under the auspices of the Schools Committee where views are freely exchanged and the discussions go a great way in acquainting the Schools Committee of the public opinion on several matters regarding the administration of schools. The members of the Committees also help in various ways in the propaganda work carried on by the Schools Committee.

27. These Ward Local Committees have, no doubt, been serving as links between the parents and the Schools Committee. Considering the great increase in the number of schools and school children since the inception of these Committees in 1927, it would be desirable to effect a thorough change in the constitution, duties and jurisdiction of these Committees, so as to make them far more effective agents for the betterment of schools and particularly in the matter of bringing to school non-attending children. This last function is greatly in need of such an agency which can influence the defaulting guardians more successfully than the official agency now working under the Special Attendance Officer. Suggestions regarding the reconstitution of these Committees on more effective lines will be made hereafter (see paras. 62 to 70).

Drawbacks and deficiencies in the working of the Compulsory Education Scheme.

28. The main agency used by the Schools Committee for the enforcement of compulsion in its various aspects, such as taking

of annual census of non-attending children of compulsory age, bringing them to school and stabilising their attendance, etc., is the Special Attendance Officer and his establishment. From 1925 to 1938, the Special Attendance Officer and one of his assistants did the joint duties of looking after the Aided Schools Department and the Attendance Department. In January 1938, an independent post of a Special Attendance Officer was created and he was made solely responsible for his office. By this act, the Schools Committee recognised, for the first time, the importance of the work of Special Attendance Officer in the scheme of compulsory education. At present the Special Attendance Officer is helped by one assistant officer and two junior officers. In 1925, compulsion was introduced in F and G Wards of the City only; while in 1948 all the seven Wards of the City are under compulsion. In 1925, there were about 20,000 pupils of school-going age (attending and non-attending) to be looked after by the Attendance Department, while in 1948 the number of such children attending is about 1,21,000 and the number of non-attending is likely to go to a huge figure which can be only guessed for want of reliable population statistics (see para. 6). It must be admitted that the slight increase in the permanent staff of the Attendance Department over what it was in 1925 is compensated by the recruitment of temporary enumerators or by Attendance Teachers or by part-time peons. But such assistance being of a temporary nature cannot be expected to yield lasting results which can be achieved only by a permanent agency consisting of full-time or part-time workers in fairly large numbers.

29. Before making suggestions for the organisation of an agency or agencies to strengthen the work of the Attendance Department and to make it more effective in results, it is necessary to understand the scope and the magnitude of the problem the department has to face today. The problem presents three main aspects (1) to pick up children of school-going age who do not attend school (2) to bring them to school and (3) to secure their regular attendance. To find out and record the names of non-attending children whose number may run to several thousands, owing to the abnormal congestion now prevailing in the City, is a task of staggering magnitude and it will require a very large agency to do it thoroughly. Still more difficult will be the task of bringing the huge number of those non-attending children to school in a month or two, so that they may begin to receive the benefit of education without delay. The third aspect of the problem, viz., stabilising the attendance by

making every attending child come to school regularly and to trace him promptly if he records a long absence is as important, if not more important, than the task of bringing to school children recorded as non-attending, for the latter act has to be done only once but the former requires daily watching. [In the City of Bombay, owing to the peculiar conditions of living on the part of the poorer sections of the community, the problem of children who join a school and leave it soon after or in the middle of the school course for various reasons is of considerable magnitude. In fact its magnitude can hardly be realised to the full extent unless the situation is studied statistically.

30. With a view to ascertaining approximately the extent of this 'wastage' as it is called in educational literature, a sample investigation was undertaken with the co-operation of the Secretary, Schools Committee and the Special Attendance Officer, basing the calculation on figures supplied by twenty-seven selected Marathi Boys' and Girls' schools, spread over the whole of the City. The investigation was confined to figures of two typical years, (1) 1937-38, when the City was normal and not affected by war conditions and (2) 1943-44 when the war scare had considerably diminished and people who had gone out had returned to Bombay. The investigation was further confined to children who joined school in the Infant standard during the two respective years from June to March (academic year). The career of these children so far as their continued school attendance is concerned, was treated from year to year for a period of five years, which is the normal period of schooling for compulsory education. The investigation revealed that out of 3873 children who joined the Infant standard in the year 1937-38 in the 27 Marathi Boys' and Girls' Schools, 928 (24 per cent.) left the school during the first year of their career, 1501 (39 per cent.) left in the second year and the remaining 1494 (37 per cent.) during the subsequent three years. These figures show that the wastage is tremendous, i.e., 63 per cent during the first two years. The corresponding figures of the year 1943-44 show that out of 4,268 pupils who joined school in the Infant standard, 1,494 (35 per cent) left in the first year, 1,404 (33 per cent) in the second year and 1,370 (32 per cent.) left in the subsequent three years. The wastage for this period during the first two school years seems to have slightly increased from 63 per cent to 68 per cent. The investigation shows that out of every one hundred pupils who join the first year class, i.e., the Infant class presumably for the first time, between one fourth and one-third of them leave school in the first year of their joining it and of those who continue in the

second year nearly one-third leave in the second year. [The percentage for those who leave in the first two years of their school career is almost 66.] This means that out of every three children who join school in the first year class, two leave the school within the first two years of their career. It may be argued that these children who leave the school so early in their career may have joined some other school in the City of Bombay or outside for further schooling.

31. With a view to ascertain the likely number of pupils who might have joined other schools after leaving the Municipal school in which they were studying, a sample investigation was carried on, based on the same figures as referred to above. The reason of removing the name of a child from the school register is usually recorded in the school register. The reasons recorded when analysed show that from among the children numbering 3,873 who joined the Infants standard (the first year class) in the year 1937-38, those who left school in the first year of their career, owing to 'continued absence' numbered 662 (17 per cent) and those who left without taking a leaving certificate' were 178 (5 per cent). Again, out of those who left in the second year of their career 949 (24 per cent) left on account of 'continued absence' and 321 (8 per cent.) 'without taking a leaving certificate.'

32. The reason 'continued absence' is recorded against such children who remain *continuously* absent for a period of not less than one calendar month without intimation and who presumably cannot be contacted by the school authorities concerned for ascertaining the exact reason. The reason 'without taking a leaving certificate' is no doubt allied to the reason 'continued absence', but it presupposes some kind of knowledge of the whereabouts of the child by the school authorities. There is a departmental rule which has to be very strictly observed that when a child, whose name is once entered in the register of a particular school, leaves that school and seeks admission into another school anywhere else, he must produce his leaving certificate from the previous school. It may, therefore, be not unreasonable to presume that children who leave school for continued absence and without obtaining leaving certificates do not, at least in the majority of cases, join any other school and thus bring their school career to an end. From the figures for the year 1937-38 given above, it would be seen that out of every hundred children enrolled in the Infants Class, twenty two (17+5) left in the first year and thirty two (24+8) in the second year. [Thus out of an enrolment of one hundred, fifty-four leave the school within the first

two years and do not presumably join any other school for further schooling.] The figures for the year 1943-44 will also be useful. Out of one hundred children enrolled in the Infants class, thirty-three dropped in the first year and twenty-eight in the second year for reasons of 'continued absence' and 'without leaving certificate' taken together. [The total of such drop-outs comes to sixty one out of a hundred. The corresponding figure for 1937-38 was fifty-four. Thus it would be seen that the situation is not improved but slightly deteriorated during the ensuing period of six years between 1937-38 and 1943-44.] The reasons for this may be several, but the fact has to be faced that efforts must be made to reduce this high percentage of wastage with all the methods that we can command.

33. Wastage on a fairly large scale of the type mentioned above, is, no doubt, a common phenomena in the system of Indian education throughout the country and also in other educationally backward countries where compulsion in education is not enforced. [The experience of nations which have reached a high stage of mass education has shown that the most effective remedy and perhaps the only one to fight this wastage is the introduction of compulsion and its rigorous enforcement.] Enforcement of compulsion involves two main measures, first the bringing in of non-attending children and second keeping them regularly at school throughout the prescribed course of instruction or at least throughout the years of compulsion. Both the measures are equally important, and in the interest of national good, one of them cannot be emphasised at the expense of the other. Throughout the years of compulsion in this City which cover a period of nearly a quarter of a century, the Schools Committee have been emphasising on the problem of bringing in non-attending children by various measures described in the foregoing pages, but it appears that they have not given sufficient attention to the problem of stabilising attendance of children who are already brought to school.] The figures given above clearly point out that more than 60 per cent of children, who join school in the lowest standard, leave school within a couple of years. Very probably, they do not join other schools for further study and thus remain illiterate or semi-literate but not literate in the usually accepted sense. An important characteristic of the Bombay population, particularly that of the labour class is the immigration and emigration which take place throughout the year. Unlike the industrialised towns in the West the City of Bombay has a floating labour population. The labourers have their permanent houses in the districts to which they are deeply

attached. Batches of them leave Bombay at odd times and others come in to take their places. When they leave, they take their children with them and new children come with the new comers. This goes on throughout the year although its intensity increases at certain seasons. A cursory study of the number of attending children in schools in Bombay will reveal this peculiarity of its population. Although as stated above, a large number of children leave the school in the first or the second year, the total number of attending children does not decrease proportionately. It goes on increasing slowly or rapidly throughout the year according to the efforts made to bring in new children. This would not have happened if the children who leave were not replaced by new comers.

34. Whether the children who leave in the first two years in such large numbers leave Bombay with the parents to come back sometimes later on or not or whether they play truants without leaving Bombay is a question which cannot be satisfactorily answered for want of proper statistical investigation on a fairly large scale. Very probably a substantial number of them leaves school and remains at home adding greatly to the non-attending population. One does not know for certain how many names of children of school-going age are being repeated in the census taken every year either from among those who leave school and stay in Bombay or from those who leave school, go to their native places and return to Bombay. [A close watch over this situation is necessary for knowing how far the migration and truancy problems affect the efficiency of the educational system. This can be done if small units of school-going population are kept under strict scrutiny.] At present the machinery employed for the enforcement of compulsion in all its aspects appears to be quite inadequate to cope with this problem. Some suitable agency or agencies will have to be devised which will tackle the problem in smaller units and in all its aspects throughout the length and breadth of the City, which is now teeming with a population of not less than 27 lacs. Measures to be taken to tackle this problem adequately and efficiently will be suggested later on.

35. It may be noted as a side issue of this problem of wastage in the City's primary schools that immigration and emigration of people and along with them of their children have been a great drag on the cost and efficiency of Bombay Municipal primary schools. Children who leave Bombay in such large numbers without leaving certificates hardly join any school in the districts for further education

either because for want of proper school facilities or because of indifference of parents. Money and efforts spent on their education for a year or two are mostly wasted. Unless proper school facilities are made available throughout the rural parts of the Province and effective compulsion introduced simultaneously, there is no hope of this huge waste of Bombay money being stopped or minimised to an appreciable extent. It is gratifying to note that the Provincial Government are seriously thinking of extending school facilities to children in rural areas on a larger scale and at the same time contemplating to introduce compulsion also. In fact, most of the large villages in the Province are already scheduled for extension of school facilities and introduction of compulsion. When this beneficial programme extends over a fairly large area, Bombay will receive in its schools the new comers who are already initiated in schooling and Bombay's children who leave school in the middle of their school career and go to their villages will receive further education which they badly need. Time will soon come when the money of the Corporation and of the Government spent on primary education of the children of the Province will together achieve substantial results in the progress of literacy of the Province in a grand mutual co-operation. Till such a happy time comes, it must be remembered that owing to peculiar conditions of the population of Bombay, a good slice of Bombay's expenditure on primary education will go to waste. Bombay unlike other cities of the Province is thus organically connected with the districts in the matter of the educational advancement of the Province as a whole and this fact must be given full consideration when Government and the Corporation sit round the table to determine their respective share towards expenditure on primary education in the City, for Bombay's advancement is the advancement of the Province.

36. So far, the problem of wastage in the primary schools of Bombay has been discussed and its magnitude measured by a sample statistical investigation. In order to give a proper perspective of the difficulties in the way of an effective compulsion, it is necessary to review the problem of children, who although recorded as not attending, resist the call to attend school¹. Among the children of school-going age recorded in the annual census as non-attending, there may be some who may be exempted from attendance under conditions laid down in Section 8 of the Bombay Act XV of 1920; but the very great majority of the non-attending children will be

liable to compulsion. It is a fact that a substantial number of children recorded in the annual census does not come to school in spite of repeated warnings to their parents to send them to school. In the absence of prosecutions, which the Schools Committee have steadily resisted to undertake, it is not possible to distinguish between cases of mere obstinacy or indifference on the part of the guardians and cases of real hardships which hold back children from attending school. In the poorer communities of Bombay, there is not a small number of children of school-going age who is prevented from attending a school on account of formidable handicaps which are beyond their control or of their guardians. Children are often required to stay at home to look after their younger brothers and sisters or to do household work when the parents go out for work. There are children who have to earn to add to the scanty purse of the family by resorting to petty occupations. In fact, dire poverty often holds children in its manifold tentacles so that they cannot escape and come to school. In the City of Bombay, children with such handicaps abound in areas inhabited by labouring population and by those who have to struggle daily for a hand-to-mouth existence.]

37. With a view to ascertaining approximately the proportion of such handicapped children in the total number reported to be non-attending, sample investigations were carried on in the month of April 1948. For this purpose, two different agencies were employed, one the staff of the Attendance Officer and another the Municipal teachers. The Special Attendance Officer was requested to select about ten localities particularly those mostly inhabited by the working classes and to send round the members of his staff (Inspectors) to record carefully by personal inquiry with the guardians and others, the names of non-attending children of school-going age in those localities and the reasons for their non-attendance. The Inspectors checked the localities and recorded 430 cases of non-attending children. The second investigation made through the teachers covered a wider area and recorded a larger number of cases. Printed forms were supplied to the Municipal teachers and they were advised to fill them in by going round the localities near their residence. One teacher was expected to fill in one form for one child only and that too if he chose to do so. No element of compulsion was imposed on the teachers. Out of about 3,500 teachers, about 1,900 responded to the request and thus information regarding about 1,884 non-attending children residing in various localities in the City was easily collected.

38. The following is the summary of the investigations made by the two agencies :—

Agency.	No. of cases.			No. of children not attending due to economic reasons.	No. of children not attending due to other reasons.
	Boys.	Girls.	Total.		
Staff of the Special Attendance Officer	143	287	430	259	171
Municipal teachers	1,089	795	1,884	800	1,084
	<u>1,232</u>	<u>1,082</u>	<u>2,314</u>	<u>1,059</u>	<u>1,255</u>

It will thus be found from the above table that (1) out of every one hundred non-attending children residing in the localities mostly inhabited by the working classes checked by the staff of the Attendance Department, 60 do not attend due to various economic reasons. The remaining 40 have other miscellaneous reasons for non-attendance and (2) out of every one hundred non-attending children residing in various localities spread over the whole of the City checked by the Municipal teachers, 42 do not attend due to various economic reasons and 58 for other reasons. (The sample investigations thus show that about 50 per cent of the children of the compulsory age do not attend school because of economic reasons.)

39. The economic disabilities may be conveniently divided into four main categories. These categories and the number and percentage of children coming under them are shown in the following table :—

Economic Reasons.	No. of children.	Percentage.
(a) Looking after youngsters ...	285	27
(b) Doing household work ...	414	38
(c) Earning by outside work ...	100	10
(d) Poverty in general—want of clothes, food, etc. ...	260	25
	<u>1,059</u>	<u>100</u>

The total number of cases of children investigated was 2,314. Out of them, 1,059 are accounted for under 'economic reasons', as classified above. The remaining 1,255 were recorded as non-attending for various other reasons. The nature of these reasons and the number and percentage of such children are shown below:—

Reason.	No. of children.	Percentage.
(1) Sickness of the child ...	133	10
(2) Indifference of the guardian ...	201	16
(3) Unwillingness of the child ...	234	19
(4) Road Difficulty ...	88	7
(5) Returned to Bombay recently	385	31
(6) Tender age ...	128	10
(7) Other miscellaneous reasons	86	7
	1,255	100

The following brief notes on these figures would be interesting:—

- (1) Sickness of the child is a very common reason and the non-attendance due to this reason is of a temporary nature.
- (2) Indifference of guardians is a very serious cause of non-attendance and it can be better dealt with by resorting to prosecutions under the Act.
- (3) Unwillingness of the child, or in other words, truancy requires careful handling. A special agency will have to be employed to catch hold of such children and bring them to school. Subsequent sympathetic treatment of such children by the teachers will be of great help to retain them in school. Guardians of such children cannot be held responsible for their absence or non-attendance.
- (4) Road difficulty claims comparatively a small percentage of non-attending children considering the dangerous crossings which abound in the Bombay streets. This shows that the existing schools are conveniently situated for children. The few children who experience this difficulty can be easily diverted to some convenient schools in the locality.

- (5) A substantial percentage of non-attending children remains at home after returning from their villages where they had gone with their parents. The guardians are somewhat indifferent to send them to school. Constant checking will easily bring such children to school.
- (6) The reason 'Tender age' requires some explanation. The children coming under this excuse given by their guardians are just six complete in age, yet their parents or guardians feel that they are of tender age and not sufficiently developed to walk to the school alone and take care of themselves. The guardian may also feel so because a particular child may not be well developed for his age. It is a fact that children who have just completed six years are not allowed by their parents to go about alone in the streets of Bombay. In villages, the anxiety for the safety of children of such tender age is not felt by the guardians, but in Bombay the problem is, no doubt, a serious one. [This and many other difficulties that are usually experienced in the schooling of a child may be avoided if the lower limit of the compulsory age range is raised to seven instead of six as it is at present.] This point will be further commented upon later on when the question of compulsory age range will be discussed (Chapter XV, paras. 20 to 24).
- (7) No special comments are necessary for the small percentage coming under 'other miscellaneous reasons.'

A Small Experiment.

40. As the percentage of the non-attending children under economic reasons was found to be fairly high from the sample investigations mentioned above, it was thought desirable to see if the problem of such children could be tackled by some arrangement for their schooling *as per their convenience*. Two experimental Marathi Classes, one at Byculla and the other at Tardeo, were, therefore, started in two selected localities under two selected teachers. The classes were conducted during vacation time for a period of two hours daily. The time of the commencement of each class and its duration were fixed after ascertaining the convenience of the children

in consultation with their parents. As the classes were to meet only for two hours a day, it was thought necessary to confine the admission to children, boys and girls, between the ages of eight and ten. It is the usual experience that children who are somewhat advanced in age and, therefore, more mature in mind and body are able to assimilate instruction in lesser time than those of lesser age. In order to secure homogeneity, the teachers were directed to admit, as far as possible, only those children who had never attended a school before. The principal aim in undertaking the experiment was to see how far children with economic handicaps could attend regularly a class held at a time and for a duration which were fixed after ascertaining their convenience. The teacher at the Byculla Class adopted a novel method to ensure the attendance of *some* of the children who had to look after youngsters at home almost the whole time of the day. He engaged the services of a woman attendant to take care of the youngsters in one of the rooms in the neighbourhood of the class, while the elderly children were engaged in receiving instruction.

41. The two experimental classes were conducted only for a month each. It may be pointed out that the main object of carrying out this short-term experiment was to see how far the children with economic handicaps can regularly attend classes, if they are held according to their convenience. The amount of instruction that could be imparted during one month must naturally be small and yet it is reported that it was not at all less than what a child of six could ordinarily assimilate in one month of full-time instruction. As for regularity of attendance, it was found to be perfectly satisfactory.

42. The problem of non-attendance of children owing to economic handicaps is not a problem of this City only. It is a problem for the whole Province to tackle. The poverty of the villagers in India does come in the way of their children attending schools. The Government of the Province, if it wants to make compulsion a success throughout the Province in the near future, as they are very anxious to do, will have to tackle the problem as much as the Corporation have to. Experience and practice of other countries which are at present at a high stage of educational advancement point out that [the economic disabilities of the masses cannot be disregarded in an attempt to educate their children by compulsion under standards of instruction and duration of attendance which may be feasible to

be enforced on the upper sections of the community. Adjustments of the amount of time devoted to instruction and in its standards of attainment must be made if the poorer sections of the community are to be brought under compulsory education.] The experiment of conducting the two classes described above may show a way to get out of the conflict between the ideal of those who want to raise the educational status of the masses and the poverty of the masses.

43. The economic handicaps of certain sections of school-going age children have received due consideration in debates and discussion on the question of introduction of compulsion in the City even as far back as in 1909. In the years 1906 to 1909, a Committee appointed by the Government of Bombay considered the question of the advisability of introducing compulsion in the City of Bombay. The Committee was of the opinion that the time had not come for the adoption of such a measure. They pointed out various difficulties that would come in the way, one of them being the question of the wage earning child. The late Sir Chimanlal Setelvad, who was one of the foremost educationists of his time and who was the Chairman of the Schools Committee continuously for a period of 18 years from 1902 onwards, gave a reply in a minute of dissent :—

“He did not see why a measure of compulsion wisely worked should lead to any misunderstanding or friction. Provided the period during which every child must be sent to school was so fixed ‘as not to seriously affect his utility as a wage-earning asset of the family,’ there was no need to apprehend that compulsion would cause any resentment or opposition.”
—(Evolution of Local Self Government in Bombay: R. P. Masani, page 349).

This clearly shows that the question of giving some concession in the period of attendance to children economically handicapped had engaged the attention of thoughtful leaders in the City of Bombay, even as far back as in 1909. It is now high time that this question should receive careful consideration at the hands of the school authorities in Bombay.

44. Why not exempt such economically handicapped children from attending school under Section 8(a) of the Bombay Act XV of 1920, which lays down that a child may be excused attendance in the case “where the child is prevented from attending school by sickness, infirmity or other unavoidable cause”? ‘Unavoidable

cause' has a very wide connotation and the school authority concerned may interpret it to include cases of non-attendance due to economic handicaps. In fact in the Baroda State and in the Province of Bengal [*Vide* the Bengal Primary Education Act, 1919—Section 8(b)], such children can be exempted under the Act. In the Baroda State, a child can be exempted if his services are needed by parents on account of their poverty and infirmity. In Bengal, exemption can be granted to a child by reason of domestic necessity or of his being the sole bread winner of his family. In these days when equality of educational facilities to all children of the State is a recognised principle of educational administration, it is really unwise to deny education to children by adopting ways and means which may not seriously affect their utility to the family on economic grounds. In Bombay City particularly, this problem assumes a great magnitude as nearly 50 per cent of the non-attending children come under this category and, therefore, if exemption is granted to such children, there will be more children outside the school than inside from the poorer sections of the community.

Agencies and methods for the enforcement of compulsion employed elsewhere.

45. Before suggesting an effective re-organisation and enlargement of the present machinery engaged for enforcement of attendance, it would be better to note briefly the methods employed in some other countries which have been able to make enforcement of compulsion a success. The most notable feature of the systems relating to the general administration and also for enforcement of compulsion is the *division of a city into a number of administrative divisions*, each of them being placed under an efficient machinery of its own. A brief description of the systems as they prevail in some of the great cities outside India are given below:—

London.—For administrative purposes, London is divided into twelve districts in each of which there is a divisional staff and a District Inspector, is attached to each divisional office. The City is further divided for the purpose of effective enforcement of compulsion into sixty sub-divisions based on the sixty county electoral divisions. One or more local Attendance Sub-Committees are appointed to assist in the enforcement of school attendance (*See Rules of the Education Committee, London County Council, 1938—Rules 62 and 63*). Each Local Attendance Sub-committee consists

of six members. They include, among others, managers of Council and Non-Council Schools (see Rule 63). The Council's Elementary schools are arranged in groups each comprising of not more than four schools and are placed under the care of managers. As far as possible, the groups are so formed that the schools in any one group are within the limits of one county electoral division.

Manchester and Edinburgh.—The City of Manchester is divided into thirty three school districts for the purpose of educational planning (see 'The Development Plan'—Manchester Education Committee—1947), and the City of Edinburgh is divided for that purpose into five areas and thirteen groups (Edinburgh Education Scheme—1947).

New York City.—New York is divided into forty-six districts for the purpose of administration and supervision of the school system and into thirteen Attendance districts for the purpose of the enforcement of compulsion (Government of the City of New York—1915—pages 337 and 387).

Berlin.—The educational administration in Berlin (School Union) is divided into districts each with its own school deputation. The school deputation is a committee and its duties, among others, include general supervision and development of elementary education and enforcement of school attendance laws. In addition to these district deputations, Berlin has a Central Deputation administering all branches of education (Studies in Comparative Education : Kandel—1933, pages 291 and 292).

Tokyo.—Tokyo divides its jurisdiction into thirty-five sections in connection with educational affairs. The sections which are called school sections deal with educational affairs in their own limits (Education in Tokyo published by the Tokyo Municipal Office, 1937, page 31).

Shanghai.—The Shanghai Municipality has a population of about forty lacs. The Municipal Bureau of Education controls the education in the whole of the City. The City is, however, divided into districts which form administrative units (Education in Shanghai, published by the Bureau of Education, Shanghai—1947). The division of a city into several administrative units for the purpose of educational administration seems to be a common feature of Chinese cities.

46. *The English System.*—The following account is taken from Education Department Chapter IX—by Alfred B. Ikin (1926), Pittman.

The most frequently adopted practice in regard to enforcement of Compulsion is this. The local education authority appoints an officer or officers to enforce the provisions of the Compulsory Education Act and any bye-laws, orders or other instruments made thereunder.

47. No legal proceedings for non-attendance or irregular attendance at school shall be commenced in a court of summary jurisdiction by any person except by the direction of not less than two members of the Education Committee of a local education authority or of any sub-committee appointed by that committee for school attendance purposes. [Section 144 of the Education Act (England) 1921].

48. A register of all children of school-going age and also of those who would be of school-age within a couple of years in a school district is maintained at the office of the School district and it is kept up-to-date. The Attendance Officers have to be very alert where there is a number of migratory children. When a child remains absent without notice, the head of the school hands over an *Attendance Slip* of that child to the Attendance Officer when he visits that school. The Officer calls at the address of the child for inquiry. If the child is not at the given address, the Officer generally obtains some information from the neighbours or others as to the probable place where the child may be found or to which the parents have moved. If the child has moved out of the Municipal area, an inquiry is at once sent to the local education authority of the area to which the child is reported to have gone. If the removal is merely to another attendance district of the municipality, the case is handed over to the officer in charge of that district. As regards new comers to the district, census work has to be always kept in progress. Spare time of the Attendance Officers not occupied in attendance enquiries is employed in census work. The Attendance Officers do not have holiday for the whole of the time that the schools are closed, and this allows systematic and regular work of the register to be kept up. As the beginning of each term approaches, the register or census book enables each officer to see at a glance which children in his district will become of school age and consequently should commence attendance at school. A preliminary inquiry is made as to which school the child will attend. At the beginning of the term, the officer makes inquiry at the school to see whether the child is in attendance.

49. Each Head master or mistress is supplied with sufficient copies of attendance slips one for each child in the school at the commencement of the school year with sufficient spare copies to allow for additional pupils entering during the year. On this slip, absences only are entered. The slips are made out by the class teachers when marking the registers. They are handed over to the school attendance officer on his visit to the school. The officer is expected to visit the parent at a time when he is expected to be at home either in the day or at night. The officer takes the slips and after visiting the home returns the slips to the school with his report written on the back thereof. On further absence, the slip is issued again and a further visit and report noted thereon. This enables a complete record to be kept of absences and report of visits, but with a minimum of clerical work. These records are extremely useful in case of prosecution. If a pupil is transferred from one school to another in the area of the municipality through change of residence or for other cause, his attendance slip is transferred to his new school. In cases of frequent absences, the parent is summoned for interview by a sub-committee whose members attend by rotation in the evening (it appears the time is fixed in the evening to suit the convenience of parents). Parents are warned of the consequences of continued irregularity. The procedure is repeated if, after a temporary improvement, irregularity of attendance is resumed. In cases of continued absence after such warning, authority is given to the Attendance Officer to prosecute the parent, but such orders are given as a last resort.

50. Children who may be found begging or wandering in a state of apparent neglect or destitution, are followed to their homes by the Attendance Officer. The parent or guardian is seen and the actual condition of the family ascertained. If the children do not reside in the district of the officer in which they are found, particulars are furnished to the officer responsible, who must visit and deal suitably with the case. In cases of extreme neglect or destitution, arrangement is made to send the children to a certified Industrial school through a magistrate.

51. An important duty of the District Attendance Officer is to prepare and submit a monthly report including in it details of the work done, particularly noting the number of visits paid to houses and to schools.

52. Usually there is a Superintendent of District Attendance Officers. He shows the officers working under him *how* to secure in a tactful way the attendance of absentees which they themselves may have failed to secure. The Superintendent is thoroughly conversant with the general conditions of the whole of the municipal area and is able to visualise the work required and to map out that of those working under him, so that the duties of his department may be carried out as efficiently and as harmoniously as the nature of the work will allow. The Superintendent not only checks the work of the District Attendance Officers but prepares cases for prosecution and (if necessary) conducts them before a magistrate.

53. Regarding the taking of census of children, the practice followed in London deserves notice. The twelve educational administration areas into which London is divided are surveyed simultaneously once in every two years. A scheduling of houses in those areas is undertaken and names of children in the houses scheduled are entered into a census register, each register being prepared for each administrative division. In this census are included all children between the ages of 3 and 14 as well as those over 14 who are enrolled at school. Although no children under five are under compulsion, the census takes notice of children between 3 and 4 also. Detailed particulars respecting each child are entered in schedule books kept at the Council's twelve divisional offices and the particulars in these books are kept up-to-date. A statistical summary of this census is printed in the Council's annual report. *It appears that the census registers are not printed.* The attendance of children at school is enforced by personal visits paid to the houses of children by about three hundred and fifty School Attendance Officers. This was the position in the year 1920 when there were about seven lacs of children in London schools. This shows that for every 2,000 children in attendance, there was one School Attendance Officer entirely devoted to this work. It should be noted that in London as also in other parts of England, the Attendance Officers have not much to do with the question of bringing in children who never attended a school, owing to the fact that compulsory education has been in force there for about sixty years and the parents have by now fully realised their legal obligation to get their children admitted to a school. The irregularity of attendance of children who are admitted to school is the problem to which the Attendance Officer has mainly to attend to in his daily duties.

Other Systems.

54. *City of New York*.—The Bureau of Compulsory Education in the City of New York has for purposes of enforcement of compulsion divided the City into thirteen districts, each district being in charge of a district supervisor. There is a Director at the head of the Bureau assisted by about 15 other officers (excluding the 13 supervisors for the 13 districts). The total number of employees—officers and others—under the bureau is about two hundred and thirty.

55. The main duties of the Bureau may be described as follows :—

“ The duties of the bureau are to enforce the compulsory education law, the newsboy law (with the aid of the police), take the school census, and concern itself generally with matters affecting child welfare.”

“ The School census requires the bureau to maintain a permanent register of all children between four and eighteen years of age, showing residence, names of parents or guardians, age, name or number of school attended or reasons for non-attendance and nature and place of employment, if employed” (Government of the City of New York, 1915, Page 387).

The manner in which police co-operate with the bureau in some parts of the City is interesting. They pick up and take to the nearest public school all boys of school age who are found in the streets during the school hours.

What is called a Census Squad consisting of two officers and twenty-eight employees goes round the districts throughout the year and visits blocks assigned to it from time to time and by a house to house enumeration makes daily returns of the information collected. This seems to do the work of checking the information already collected by the district officers and their subordinates.

56. *Calcutta and Madras Corporations*.—Calcutta—In the City of Calcutta, the Corporation has introduced compulsion in one Ward*. *i.e.* in Ward No. IX out of thirty-two wards of the City.

* Note—The information is available for one ward only.

The procedure adopted in the enforcement of compulsion is briefly as follows :—

Under the Bengal Primary Education Act of 1919, the Corporation has appointed a 'School Committee' for Ward No. IX for the enforcement of compulsion of all boys between the ages of 6 and 10. This Committee consists of all members (six) of the Primary Education Standing Committee of the Corporation (*ex-officio*), the District Inspector of Schools, Calcutta (Government Officer, *Ex-Officio*) and at least one resident of Calcutta experienced in education. The Education Officer of the Corporation acts as its Secretary and executive officer to the Committee.

The Committee arranges to take census of boys of compulsory age (6 to 10) in the area of the ward, maintains register of such children and revises it every year. It looks after the attendance of boys under compulsion. Guardians of boys not attending schools are notified that legal action would be taken against them if they failed to send their wards to school. Cases of defaulters are reported by the Secretary of the Committee, *i.e.*, the Education Officer of the Corporation to the School Committee. The Committee may grant exemption to deserving cases under Section 8 of the Education Act. In the extreme cases of default, legal action is taken.

57. Madras.—The Municipal area of Madras is now under compulsion for boys and girls of school age (6 to 11). For purposes of Municipal election, the City is divided into forty electoral divisions. For the purpose of enforcement of compulsion, six Attendance Committees, four for Boys' Schools and two for Girls' Schools, are constituted. Each of these committees consists of Heads of all elementary schools in the area assigned to that committee and some non-official members, nominated by the Director of Public Instruction in consultation with the Commissioner, who is the executive head of all municipal departments including the Education Department. The Deputy Inspector of Schools in the case of Boys and the Sub-Assistant Inspectress in the case of Girls (both are Government officers) are *ex-officio* Chairmen of the Committees. The Corporation Supervisors of the respective Ranges function as Secretaries of the Committees. Each Committee meets periodically and scrutinises the preliminary lists of defaulters submitted by the heads of schools, confirms them and forwards

them to the District Educational Officer (Government Officer) for action. This Government Officer is responsible for the enforcement of the provisions of Section 49 of the Act and he imposes a penalty as required under the Act and the Rules. The enumeration or census of school-going age children is also arranged under the auspices of the Attendance Committees.

Suggestions for the re-organisation and expansion of the School Attendance Department.

Division of the City into Administrative Units.

58. From the accounts given about the systems of school administration prevailing in some of the great cities, it would be clear that division of the City into several units facilitates the administration of schools and the control over attendance of children. The peculiarity of the Bombay City school administration which hardly prevails elsewhere in such intensity, is the division of schools according to languages. If the number of children attending Municipal and Aided Schools is taken as the basis for calculation, the present position is as under:—

Language.	No. of attending children.	Per cent.
Marathi	83,000	48
Gujarati	39,000	23
Urdu	21,000	12
Hindi and Sindhi	6,000	4
English	15,000	9
Other Indian Languages (such as Tamil, Telugu, Kanarese, Malayalam, etc.)	6,000	4
	<hr/> 1,70,000	<hr/> 100

When the non-attending children speaking each language are taken into consideration and they are added to the attending children, the percentages to the total number will change to some extent.

59. It will be seen from the above statement that dividing the City into smaller units for administrative work will involve the inclusion of schools of several languages *in each unit*. As each of the educational officers, who supervises instruction imparted in schools, is not expected to have a good knowledge of the Indian languages other than his own, it will not be possible without heavy additional expenditure to divide the City into independent administrative units. A time may come sooner or later when the supervising staff and the teachers may have adequate knowledge of one common language such as Hindustani. It will then be possible to divide the City into smaller administrative units and carry on in that language all work with schools, except supervision of instruction. Such a possibility, however, being distant, the division of the City into smaller and independent units cannot be effected with efficiency and economy. The principle of the division of the City into smaller administrative units is, however, so vital for efficient and expeditious administration as will be seen from the practice prevailing in all the great cities referred to above, that it would be desirable to try the method on a restricted scale so that its results may be carefully watched for further guidance. Looking to the strength of the Marathi side and the fact that the Marathi Schools are scattered over the greater part of the City, it will be not impossible in the present circumstances to devise a method of administration for Marathi schools on the lines suggested above. The experiment will not be worth trying unless it adds materially to the efficiency of the general administration of schools by securing an expeditious disposal of routine work, and by helping to raise the tone of instruction.

Division of the City into smaller units for effective enforcement of compulsion.

60. The division of the City into smaller units has also another aspect, which deserves serious consideration. Such division facilitates the process of enforcement of compulsion in various ways as has been shown in the account of practices prevailing elsewhere. As ways and means to be adopted for enforcement of compulsion have hardly anything to do either with the languages used in schools or with their instructional side, no difficulties are likely to arise if the Bombay City adopts the system of maintaining smaller separate units for that purpose. The advantages of such a system are many and it will certainly give satisfactory results.

Attendance Districts.

61. The units into which the City is to be divided for the purpose of enforcing better attendance may conveniently be called "Attendance Districts" in conformity with the practice prevailing elsewhere. What should be their number? The districts should be smaller but they must be at the same time manageable economically. They should be definitely demarked and should, if possible, have a name popularly acceptable. The most convenient way to mark out the districts is to follow the method adopted by the Corporation in sub-dividing the original seven wards of the City into thirty-four electoral wards or divisions. Each of these wards has a definitely marked area and name assigned it. It would, therefore, be desirable to take these electoral wards as our basis. The London County Council maintains its census registers of school children according to the county electoral divisions (*Vide London Statistics: Volume 34, Page 220*) and one or more Attendance Committees are appointed for each of its sixty electoral divisions (see Rule 63—Rules of the London Education Committee).

61A. Such a division has an advantage of its own. The members of the Corporation who are elected from their respective electoral divisions will be able to take interest in the progress of schools in their wards and particularly in the important problem of attendance of children. Education is one of those social services in which sympathy and co-operation of the public are essential for its growth and utility. Such sympathy and co-operation will secure best results if the representatives of the public help the administration in promoting the welfare of children in general and in maintaining contacts with the parents to secure better attendance in schools. The instructional side should better be left to the administration itself.

District Committees.

62. It has already been pointed out (see Paras. 23 to 27) that at present there exist what are called Ward Local Committees, seven in number, each assigned to the seven wards of the City. Their constitution and duties and the nature and extent of their work have been already described and it was suggested that in the changed circumstances, they should be re-constituted on more effective lines. That problem will now be considered in its various aspects.

Name.

63. It is proposed to change the name of these Ward Local Committees to that of 'District Committees' as each of them will have jurisdiction over a district or over a part of a district, a district being an electoral ward of the City.

Number.

64. The straight course would appear to be to give one District Committee to each one of the electoral divisions, which are thirty four in number. But on a closer consideration of the area, population, number of schools both Municipal and Aided, number of children attending and non-attending according to the estimated population of each district, it is found necessary further to divide most of the electoral wards or districts and give each district or sub-district a separate District Committee. If there be more than one District Committee assigned to one electoral division, they will be numbered as District Committee No. 1, No. 2 or No. 3. No district need be given more than three committees. On a scrutiny of the requirements of each district based on the above-mentioned consideration, it is proposed to constitute, in all, seventy-five District Committees.

Composition.

65. *General.*—In the composition of the existing seven Ward Local Committees, there is a prescribed uniformity. Each Committee has four Councillors and twelve Non-Councillors. In the composition of the proposed District Committees, no uniformity in the number of members has been observed. The number is made to depend upon the needs of each district. In Appendix C is shown the number of committees to be appointed for each electoral district. As it has not been possible to demarcate the parts into which an electoral district has to be divided for the purpose of assigning to it a committee of its own, the total number of members for a district and the total number of committees the district should have, are given in the Appendix. It would be necessary later on to scrutinise the needs of each such district and to divide it into two or three convenient sections or parts. The total number of members assigned to the district as a whole will have to be distributed into

two or three groups and each group assigned to one section or part of the district. The total number of members for all the 75 District Committees comes to 938. Thus the average number for each committee comes to about 13. Details are given in the Appendix C.

66. *Councillor Members.*—All the Councillor Members elected from their respective electoral districts of the City should be members of the District Committee or Committees of their own electoral district. If the number of Councillor Members is greater than the number of committees for a district, it may happen that one committee will have only one Councillor member, while another will have more than one. It is understood that every District Committee shall have at least one Councillor member. The object of inviting all the 106 Councillor members elected from the 34 electoral wards to be members of one or other District Committee is to give them an opportunity to serve their own districts in the educational advancement. If it is granted that education serves the most powerful lever to lift up the social and economic status of the people, there is no other more fruitful field than education, in which a Councillor can serve his constituency in an individual capacity. It may be noted that while in the present composition of the seven Ward Local Committees, only 28 Councillor members have a place, in the scheme now proposed, all the 106 Councillors elected from the wards will have an opportunity to serve the cause of education. In the above arrangement, all the 106 Councillors elected from the 34 electoral wards are assigned membership of the District Committees. There are however, eight Councillors who are elected by constituencies other than the electoral wards of the City. Their services will be equally useful to the cause of education in the city. It is, therefore, proposed that they should be assigned a seat on a District Committee of their choice so that they may have an opportunity along with their brother Councillors to serve the cause of education in the City. As it is not possible to assign a definite district to these eight Councillors, the Appendix does not show their number in any of the 34 districts. At the time of the actual composition of the Committees, each of these eight Councillors will have to be assigned to a District Committee of his choice and the number of Councillor members of that committee will accordingly be increased to that extent. It is strongly hoped that if the Councillors take personal interest in the educational needs of the people of the City, however restricted the sphere may be, the collective experience of the Councillors is bound to be

reflected in the Corporation's general attitude towards the problem of primary education in the City. The problem has assumed such magnitude owing to the present unexpected abnormal increase in the population of the City that it cannot be satisfactorily solved unless all Councillors realise the tremendous difficulties lying in its way and try to remove them by concerted action.

67. *Non-Councillor Members.*—It has been proposed in the scheme of the District Committees that the number of Non-Councillor members should ordinarily be three times the number of Councillor members. This arrangement is in conformity with the existing scheme of the present Ward Local Committees. In view of the proposal that is made to give representation to the Head teachers both of the Municipal and Aided schools, the proposed number of Non-Councillor members from the public on the District Committees seems to be sufficient. Their total number for the 75 committees will come to 318. The existing ward committees have 84 Non-Councillors as members. Under the proposed arrangement, the number will be raised to nearly four times.

68. One of the most important principles of school administration that is now generally accepted everywhere is to secure for it the voluntary services of men and women from the general public, who can devote some time for such work and thus supplement the services rendered by the paid staff. These men and women who may spare some time are mainly meant to help the school administration in securing better attendance and in affording better amenities for the general welfare of school children. The instructional side of the schools, *i.e.*, the curriculum, teaching, its methods and results and allied matters should better be left to experts and to educational officers. The main duty of these members is to serve as a link between the parents or guardians and the schools. It is, therefore, necessary that they should be selected not so much on account of their educational qualifications but because of their proved voluntary service in the cause of social uplift of the community. [Some of them shall have to be drawn from amongst persons who are leaders in their own way and carry influence over the working classes residing in their respective districts. Such persons although not educationally advanced may be of great use to influence the parents to send their children to school and keep them regularly at school. They will also be helpful in removing misunderstanding among the public when the school authorities will have to resort to prosecution

of defaulters after persuasion has failed.) It is sometimes said that persons who are invited to render purely voluntary service in the cause of social uplift do not fulfil the cherished expectations. While admitting the force of this statement, it must be pointed out that the defect lies in not selecting proper type of persons and in the nature and scope of work assigned to them. In the City of Bombay, it is not impossible at all to have the requisite number of persons, men and women, who would devote some spare time for the welfare of school children, particularly if the schools are situated near about their residence and if they get some effective voice in the field of work entrusted to them. In order to achieve these objectives, it has been proposed in the scheme of the District Committees that there should be one paid person attached to a District Committee to serve as a link between the Committee and the school authorities. This person will keep himself constantly in touch with the members of his District Committee and take their help as and when required and report to the authorities their suggestions and views in respect of attendance and welfare of school children.

69. *Head Teachers.*—In the composition of a District Committee, a definite place is assigned to Head teachers of the schools in the district. This step is, no doubt, a distinct departure from the provisions of the existing scheme of the seven Ward Local Committees, which excludes the teachers from its membership. It is strongly felt that direct participation of teachers is the *sine qua non* of the successful working of any scheme that is devised to improve the conditions of attendance and welfare of school children. By the very nature of their duties, they are interested in these objectives and given the place on the District Committees, they will be able to make the best use of the co-operation and help of other members. It may be argued that by getting a place on the District Committees, teachers will be given an opportunity to sit in judgment on their superiors. But a scrutiny of the duties assigned to the District Committees will show that this fear is unfounded. Problems relating to finance, discipline, instruction and allied matters which must be under the control of the authorities are excluded from the duties and functions of the District Committees. It has been proposed in the scheme that the Head of every Municipal school in a district should be a member of the District Committee. As for Aided primary schools, their representation on each District Committee is restricted to about one-third of the number of schools in the district. The law in connection with compulsory education

demands that count must be taken of children of school-going age in such schools also so far as their attendance is concerned. The names of children in aided primary schools must be entered in Census Registers which are to be kept up to date by frequent inquiry. The regularity of attendance of children in these schools also has to be supervised by the Municipal authorities. The representation of aided schools on the District Committees will also serve another purpose. [In some cases it may be found that a non-attending child may find an aided school more convenient to go to than a Municipal school in the locality. In such a case, the child will have to be admitted into that aided school for which full or partial compensation for fees will have to be given to the school concerned. This will be a better method of tackling the problem of attendance of some children than of forcing them to join a Municipal school which owing to distance and road difficulties may be more inconvenient.] It is highly desirable from several points of view to bring the Aided schools into a closer contact with the Municipal schools and also with those who may be helping the cause of education as members of District Committees, for many of the problems which a Municipal or Aided school has to face are common and nothing but good will result from such a closer contact between both the types of schools.

70. It has been already said that every Head of a Municipal school is to be given a place on the committee of his district. Every Municipal school has a definite part to play in an organisation that may be set up for bringing non-attending children to school, stabilising their attendance and devising schemes for their welfare. It would, therefore, be not only invidious but even harmful to a certain extent to select some heads and leave others outside. The practice followed in Madras already referred to with regard to the composition of "Attendance Committees" proves the utility of giving representation to heads of schools on the "Attendance Committees." Such a provision is a common feature of schemes for the enforcement of compulsion in the Province of Madras as required under Rule 7 of the Rules framed under Section 44 of the Madras Elementary Education Act of 1920. The Attendance Committees appointed in the City of Madras for the enforcement of compulsory education include not only non-official members but also the heads of all elementary schools in the areas assigned to their committees.

Attendance Officers (Inspectors).

71. In the proposed scheme of the District Committees, provision has to be made for the services of persons who will be full-time paid workers to help in the enforcement of compulsion and to act as *ex-officio* secretaries to the District Committees. Each committee will have one such person attached to it, and, therefore, their total number will be seventy-five, the same as that of the District Committees. The main duty of this person who may conveniently be hereafter styled as 'Attendance Inspector' is to be in charge of the preparation and maintenance of the census register of children of school going age both attending and non-attending residing in his district. Whenever the census register is to be freshly prepared annually as here or biennially as in London, extra assistance will have to be given to the Attendance Inspector, so as to enable him to complete the census of his district in the prescribed period of time. He will have to be in constant touch with the heads of schools in his district to give information regarding new children to be admitted, to see that they are actually admitted and to note cases of irregular attendance. He will have to go round his district, interview parents, make inquiries of children who might have newly arrived in the district and generally to keep his register of children up to date. Cases of guardians who may not be amenable to his persuasion will be brought by him to the notice of his District Committee from time to time. If the Committee decides to request one or more of its members to personally look into the cases, the Attendance Inspector will have to arrange to bring together the defaulting parents and the member or members concerned and to report the result to the committee for further advice. When the committee is satisfied that all methods of persuasion are of no avail, it will advise the Inspector to report the case or cases to the higher school authorities who are competent to prosecute, if necessary, the defaulting guardian or guardians.

72. In order to be able to prepare the census register as accurately as possible, the Attendance Inspector will have to keep a register of residential premises in his district and visit the premises by blocks so as to complete a round at fixed intervals. Premises occupied by the educationally advanced residents may be checked at long intervals, but those where large number of families coming from the educationally backward communities reside will have to be visited oftener for close enquiries. From the practice prevailing

in London, it is found that one such Attendance Inspector is to look after about 2,000 children on an average; but there he has to mainly look after cases of irregular attendance, for the guardians are accustomed to get their wards admitted to school without any outside persuasion or pressure. The Attendance Inspector's duties in Bombay for some years to come will be to bring in non-attending children to attend school and also to stabilise their attendance. The first part of the task will be heavy enough for some time to come.

73. Besides these duties, the Attendance Inspector will be asked to act as the Secretary of a District Committee as well. This will certainly add substantially to his routine duties. It is, therefore, thought necessary to give the Attendance Inspector some help and this should be done by asking a teacher *residing in the district* to assist him for a couple of hours a day (outside school hours). For this extra work, the teacher will have to be given some remuneration. The major part of the duties of this helper will be to assist the Attendance Inspector in going round the district and in maintaining the register up-to-date. He will be selected mainly on the ground of his knowledge of a language other than that of the Attendance Inspector, so that he (helper) can assist the Inspector in dealing with cases of children who speak that language.

74. In the scheme of the District Committees, 75 such committees are to cover the whole area of the City. [It is proposed to give one full-time Attendance Inspector and one part-time helper for each such district.] As each helper is to work for about two hours a day, three such workers may be considered equal to one full-time worker and thus the 75 helpers will do the work of 25 full-timers. The whole City, therefore, will require one hundred ($75 + \frac{75}{3}$) full-time workers to do all kinds of duties connected with the District Committees and the districts in regard to the attendance and welfare of school children. Considering the volume of the work these Attendance Inspectors and their helpers have to do and the area over which they have to move from house to house, it will be realised that the provision of one hundred such workers is not lavish. An analogy is available in the Public Health Department, which maintains for its Malaria Section a staff of ninety-five 'Junior Overseers' for the whole of the City. These overseers are expected to go from house to house in their daily rounds to take measures to prevent the spread of malaria. The duties assigned to the Attendance Inspectors and their helpers are not in any way less onerous or less

extensive than those assigned to the Junior Overseers, and, therefore, the number of Attendance Inspectors and their helpers proposed in the scheme of "District Committee" will be admitted to be reasonable.

The Attendance Inspectors : their place in the administrative system, qualifications, status, etc.

75. The system of maintaining a separate Attendance Department with its own supervising staff as is now the practice in Bombay is in vogue in some parts of England and also in New York. The system works well in these places because the problem of picking up children of compulsory age and bringing them to school is already solved to a very large extent. The main work of this department there is to stabilise attendance of those children who have once joined the school. In Bombay, however, the problem of bringing in new children and of accommodating them in schools is still to be solved to a great extent and it is likely that it will remain so for some time to come. Under these circumstances, Bombay would be well advised to follow the system prevailing in London. In London, there is a very large number (350) of Attendance Officers working for the enforcement of compulsion in the twelve administrative divisions under the control and supervision of the educational officers in charge of respective divisions.

76. The present arrangement of maintaining the Special Attendance Department as a distinct and separate unit organically unconnected with the School Departments suffers from an inherent disability. Even if the department succeeds in bringing in large number of non-attending children to school, yet for adequate provision for their accommodation and instruction, it has to depend upon the School Departments. In the past, on occasions, the influx of children brought in by the Attendance Department was so great that the School Departments were unable to absorb them immediately in the schools. It is, therefore, necessary for effective working of compulsion that the department which is charged with the maintenance of schools by providing adequate accommodation, teachers, equipment, etc., must be responsible for bringing in non-attending children and stabilising their attendance.

77. If the Attendance Inspectors are to be placed under the Superintendents of Schools, it would be necessary to select them

from the present staff of teachers and as far as possible from amongst the teachers residing in the districts to which they are to be attached. Such persons will be better fitted to do the Attendance Inspector's work because they are intimately in touch with children in the locality, who will be of great help to them at the time when they visit the houses for enquiries in connection with their work. The Headmasters and teachers of the schools in the locality will give better co-operation to the Attendance Inspector, if he is one of them than to one who is an outsider. To be a successful Attendance Inspector, a person must have an aptitude for social service. If it is found by experience that he is not so constituted by temperament, he will have to be sent back to his post as a teacher. It is presumed that from amongst a very large number of teachers now in service, it will be easy to select the required number of Attendance Inspectors. An Attendance Inspector directly recruited from outside, if found temperamentally unsuited for his work, will be a problem by itself and it will be difficult to absorb him elsewhere.

78. If it is agreed that for reasons stated above [an Attendance Inspector should be selected from amongst the existing teachers] it goes without saying that his initial qualifications should be the same as those prescribed for an ordinary school teacher, *i.e.*, a trained teacher. However, taking into consideration the peculiar nature of the duties assigned to him, particularly that of the Secretary of a District Committee, it would be necessary to insist on his having further qualification and that is a working knowledge of languages, one or more, other than his own and knowledge of English upto the Matriculation standard. These qualifications will be of service to him as he will have to deal with not only people who speak his own language but also other languages. His knowledge of English will be useful to him while dealing with the members of his District Committee, and also in carrying on correspondence with other departmental heads.

79. As it has been proposed to recruit Attendance Inspectors from among the existing teachers, it is not necessary to prescribe any new grade for them. They will draw their salaries in the grade attached to their posts as teachers. It is, however, necessary for various reasons to attach to the post of an Attendance Inspector a personal allowance sufficient in amount to induce an ordinary teacher with the requisite mental equipment to take up the work willingly. An Attendance Inspector's duties will be more taxing in various respects than those of an ordinary teacher. The working hours of

an Attendance Inspector will ordinarily be somewhat more than those of an ordinary teacher. Besides, he will have to go about visiting guardians in the evening or even at night or on holidays when they are likely to be at home. In order to have good results, it is necessary that he should continue to go round his district for enquiry even in the vacations. He will, therefore, have to be treated as an employee of a non-vacation department, so long as he continues to be in that post. His special duty as a secretary of his District Committee has already been noted.

80. For these and various other reasons, it will be necessary to give to an Attendance Inspector personal allowance of Rs. 40 per month and a conveyance allowance of Rs. 10 per month, in all Rs. 50 per month over and above his pay as a teacher. It may appear to some that the proposed extra allowance of Rs. 50 per month is liberal, but it must be remembered that a properly qualified person will not be available to occupy the post of an Attendance Inspector unless the proposed allowance is attached to the post. Under the present economic conditions, the proposed allowance of Rs. 50 per month is neither unreasonable nor liberal, taking into consideration the duties assigned to the post.

81. A teacher selected for the Attendance Inspector's post should, as far as possible, have put in approved service of at least five years. He should be selected not merely on his academic qualifications, but his temperment and aptitude should suit the nature of work to be entrusted to him. The period of service put in by him as an Attendance Inspector should be included in his service as a teacher for any kind of promotion that may be due to him as a teacher. Excellence of work as an Attendance Inspector should be placed on record and should be given consideration as and when possible.

82. It is not contemplated that once a teacher is selected to hold a post of an Attendance Inspector, he should continue in that post permanently. It would be better to restrict the period ordinarily to five years after which he should be sent back to work as a teacher unless for exceptional reasons his further continuance in the post is considered desirable. Teachers who will be working as Attendance Inspectors for about five years will cultivate a closer contact with the public, will know the difficulties particularly of the poorer sections of the community and will develop a wider and sympathetic outlook toward the masses. The larger the number of such

persons in the teaching profession as a whole, the greater will be its contribution towards the social advancement of the masses. It would, therefore, be desirable to give opportunity to as many teachers as possible to do the work of Attendance Inspectors for a few years and then to send them back to their own profession where they will make use of the special experience they might have gained as Attendance Inspectors. That is why in the scheme now proposed, no cadre of permanent Attendance Inspectors is recommended.

Helpers to Attendance Inspectors.

83. The purpose of giving an assistant to an Attendance Inspector in the form of a 'helper' has already been mentioned (Para. 73). It has also been stated that he should be, as far as possible, a teacher knowing a language other than that of the Inspector and should work on a part-time basis for not less than two hours a day. As in the case of the Attendance Inspector, this helper will have to work at times even on holidays. A helper is not expected to work during short or long vacations and will not, therefore, get his allowance for those periods unless required to continue his help in those periods under instructions from higher authorities. It is proposed to give a helper a consolidated allowance of Rs. 25 per month. The monthly allowance should not be counted for fixing the Provident Fund contribution or dearness allowance of the helper.

Peons for the Attendance Inspectors.

84. Every Attendance Inspector will require some help every day from the inferior staff of the school in which he will hold his office. The Headmaster of the school should, therefore, place the services of one of his peons at the disposal of the Attendance Inspector, whenever he wants his services during the school time. The Attendance Inspector will also require the services of a peon at times outside the school time and even on holidays, particularly in connection with the work of the District Committee. An allowance of Rs. 10 per month to a peon should, therefore, be sanctioned for such extra work. The selection should be made by the Attendance Inspector in consultation with the Headmaster subject to the approval of the higher authorities.

Duties and Functions of the District Committees.

85. The object of the division of the City into 75 Districts instead of into 34 Districts, each based on an electoral division, is to make the district a manageable unit in respect of securing better attendance and in promoting welfare of school children. The idea behind the formation of such small units is to secure local initiative, interest and co-operation. The members of the District Committees must be thoroughly acquainted with the people of the locality and their educational needs. They must be able to influence the people by direct personal contact so as to arouse them to contribute collectively towards the well-being of school children in their own district.

86. The line of work on which the members of a District Committee can help the administration in securing better attendance of school children has been already described. But better attendance is not the only objective of a good system of schooling. The physical well-being of children, providing the needy children with requisites for their schooling and arranging for their physical and mental recreation are objects which demand equally serious attention. The public of a district through the efforts of the members of its District Committee should contribute their mite to the fulfilment of these objectives and thus supplement the efforts of the Corporation in that direction. The money value of such contributions is not the main consideration, but the arousing of a social spirit in the public is the object to be aimed at. Every one who can afford to bring relief and pleasure to the children should be persuaded to take part in measures which District Committees may adopt to promote the welfare of children. Of course, the Corporation's contribution for such purposes will be always there in substantial measure, but the interest shown by the public in such measures has its own value which cannot be measured in money alone.

87. Practice of collecting funds from the public for the welfare of school children has been a common feature of school administration in other countries. In London particularly, the 'collection and distribution of funds for the benefit of children in a public elementary school or for objects outside the school is permitted.' (See General Regulations of the London County Council, No. 77, Page 36). The Care (School) Committees, one for each elementary school in London, are appointed for the purpose of looking after the

welfare of school children. 'They are expected to familiarise themselves with the home conditions of pupils in elementary school, to advise parents on matters affecting the welfare of their children, to direct them to charitable organisations and in other ways to provide such information and guidance as will enable the children to profit from their attendance at school. They have established clubs and other means of recreation, organised play centres and vacation schools, and advised on the choice of employment. In general they perform the functions of paid social workers and of visiting teachers in the United States' (Studies in Comparative Education : Kandel ; Page 254). These Care Committees group themselves into local associations and their duties among others are to *collect voluntary subscriptions*, to arrange and manage the feeding centres, to discuss the methods governing the selection of necessitous children and generally to deal with questions affecting the physical welfare of children.

87A. Incidentally, it is worthwhile to note the various agencies of voluntary workers which function in London in large number for supplementing the work of school authorities :

(1) A Committee of Managers for Schools—

A committee of what are called 'Managers' is appointed under the Education Act. For each school or a group of schools not exceeding four, is appointed a body of managers consisting of 12 to 18 in number. The functions of the managers are mainly advisory and include no financial control except for voluntary funds raised for specific purposes. They may visit schools and have access to the records. They are expected to advise the authorities on matters affecting school premises and equipment. They serve in the main as a link between the school and public on one side and between the school and the Committee on the other. In general they act as patrons of the school and interest themselves in promoting the welfare of children (Kandel, Page 254; also Rules of the Education Committee, London County Council, Page 36).

(2) Local Attendance Sub-Committees —

Mention of these committees and their duties has already been made (Para. 45).

(3) Care (School) Committees—

Mention of these committees and their functions has also been made above.

87B. The strength of the voluntary agencies may be realised from the following statement—

“ In all, about 10,000 men and women give voluntary assistance in connection with the administration and control by the Council of the London Education Service ”—(The Year Book of Education, London, 1932, Page 29).

88. In the scheme of the District Committees proposed to be appointed for the City of Bombay, an attempt is made to combine the main duties and functions of these three types of committees obtained in the education system of London, because it is felt that the system of school administration in the City of Bombay has not reached the stage which may justify the appointment of more than one committee of voluntary agents to supplement the work of the educational authorities. It should also be noted that most of the duties and functions which are to be assigned to the District Committees and which are mentioned above at various stages are already included in the duties and functions of the existing seven Ward Local Committees (*Vide* Schools Committee's Manual, 1947, pages 220-221). The scheme of the District Committees now proposed, however, brings about vital changes which consist in restricting the jurisdiction of a committee to a smaller unit, so as to make its working more effective and by giving opportunities to a far larger number of citizens so that local interest and initiative may play a greater part in the promotion of welfare of school children.

89. The scheme of the District Committees, seventy-five in number, spread over the whole of the City with one paid Attendance Inspector attached to each of them would, in the opinion of some, appear to be a costly one. While admitting that the scheme adds substantially to the expenditure at present incurred on the Attendance Department, it must be pointed out that utmost care has been taken to limit the additional expenditure to the minimum amount possible. Whatever may be the actual salary a teacher may be receiving when he is transferred to the post of an Attendance Inspector, the substitute teacher will have to be paid the minimum of the teachers' grade and this will go on practically in all cases of such transfers. A separate cadre of Attendance Inspectors with a grade of its own would have added very much to the expenditure in the long run. Any proposal to have the Attendance Inspector with qualifications lesser than those prescribed and consequent lowering down their emoluments is not entertainable at all, if the scheme is

to bear the desired fruit. The Attendance Inspectors occupy a key position in the scheme. On the proper selection of persons to occupy these posts will depend the success of the scheme in general and particularly the successful enforcement of compulsory education in the City. The financial aspect of the scheme, therefore, ought not to come in the way of its implementation.

90. If the scheme of the District Committees is adopted and the Attendance Inspectors are required to work, as suggested, under the guidance and control of the Superintendents of Schools, it will be necessary to abolish the present Attendance Department as a separate unit of establishment and the present staff of that department will have to be absorbed elsewhere. It should be remembered that until the new scheme of the District Committees with the Attendance Inspectors begins functioning, the present Attendance Department has to be maintained intact as it is established to carry on the requirements of the Compulsory Education Act.

91. When the question of absorbing the present Special Attendance Department is taken up, the present persons holding the posts of Attendance Inspectors in that department should be posted, as a special case, in the new scheme of Attendance Inspectors in charge of suitable districts if they are willing to do so; if not, they shall have to be absorbed in the clerical staff of the Schools Committee. As for the officers of that department, they can be easily absorbed in the school departments where some additional hands will be required when the District Committees Scheme comes into existence. As to the post of the Special Attendance Officer, who is the Head of the Attendance Department, it will naturally no longer be required as the duties of the Special Attendance Officer prescribed under the law will be allocated to the officers in charge of schools and to their subordinates. It is understood that the present incumbent (Mr. Rane) of the post of the Special Attendance Officer is expected to retire in the next official year. He was requested to supply details for the formulation of the scheme in question. While supplying the details, he has given much thought and care to the planning of the scheme and his services will be of very great help if the scheme now proposed has to be given effect to.

92. The *additional initial cost* on the maintenance of the District Committees, Attendance Inspectors, their helpers, peons, contingencies, etc., will approximately come to about Rs. 1,70,000

a year. Is this cost commensurate with the advantages that are likely to be accrued from the scheme of the District Committees and of the Attendance Inspectors? The fact that the Corporation have asked the Special Officer 'to examine the working of the Free and Compulsory Education Act and to make suitable recommendations on the question' clearly shows that the Corporation are very keen on making enforcement of compulsion effective to its fullest possible extent. The most careful consideration has been given to this question and as a result, the scheme of the District Committees and of Attendance Inspectors has been proposed. Looking to the vastness of the problem and the innumerable difficulties that lie in the way of its solution, the scheme suggested appears to be the only one which will achieve the object. Alternatives will be of no use. [It is necessary to have a strong wide-spread agency of an adequate number of paid and voluntary workers who can reach every house and hut in the City not only once in the year but oftener for enquiries and necessary action in regard to the attendance of children at school.] It would be instructive to have an idea of the vastness of the problem, as it exists to-day. Some idea of the vastness of the problem so far as the number of children to be provided for in schools is concerned has already been given (Para. 6). It may be repeated here that as the population of the City has almost doubled since 1941, it would be reasonable to expect that the number to be provided in the schools should be almost double of what was estimated in 1941. No one knows exactly where things stand to-day. The Corporation must have a clear idea as to what the exact position is in this respect. This can be done only if a widespread agency of paid workers toils throughout the year, counting, noting, recounting and renoting children of school age. [In fact, a correct statistical measure of the problem of emigration and immigration of children from and into the City will give the Corporation an accurate idea of their responsibilities in the matter of primary education. This has never been ascertained so far. Unless this is done, a sort of vagueness that now exists in estimates of liabilities, present or future, will continue to exist and the problem will remain illusive for ever.]

93. It has been already pointed out (Para 32) that according to the sample investigations recently made, about 60 per cent. of the children who join the first year class leave school within a period of two years of their joining. Whether this huge wastage is

only apparent or real and if so, to what extent, can only be ascertained by tracing the career of children from year to year. This will be successfully done if the statistical study of children's stay in schools is confined to a small area, and entrusted to one person (i.e., the Attendance Inspector) who will be in close touch with the locality and with its schools.

94. It has also been pointed out (Para. 38) that nearly 50 per cent. of non-attending children do not join school on account of economic handicaps. In such cases, which may run into thousands, a careful individual inquiry by some responsible person is necessary to be made if such children are to be induced to come to school. [Even in the case of free supply of clothes, books and other things to needy children, it is a wise policy to get a first hand knowledge by proper enquiry of the family circumstances of the child before hand. Such enquiries are possible only if they are confined to a small area and are carried on in consultation with socially minded voluntary workers in the locality.]

95. It must be realised that the introduction and enforcement of compulsion in any area is always a costly affair. Mere provision of schools for children is not sufficient. An effective agency for enforcement of compulsion in all its aspects is one of the most essential features of the system of compulsory education, particularly in its initial stages. [Although compulsion has been enforced in the whole of the City of Bombay for about eight years or so, things have not, owing to various difficulties both financial and otherwise, settled down to a point where compulsion might be said to have gone beyond the initial stage. For all practical purposes, it is still in infancy. Thousands of children are out of school; thousands leave in the middle of the school course and an equally large number returns to the City in the middle of the year. Prosecution of defaulters, which is the most important step in any system of compulsory education, has not been resorted to for one reason or other. Under these circumstances, liberal provision must be made for an agency to cope with the complicated and extensive problem of compulsory education. The expenditure to be incurred on this scheme should be, therefore, cheerfully borne although it may appear to be far higher than what the Special Attendance Department costs today. It may finally be repeated that it is absolutely essential

to provide necessary funds for the proposed agency if the ways and means for the enforcement of compulsion in the City are to be put on a sound and effective basis.]

Bombay Act No. XV of 1920 and the Rules there under.

The Education Act.

96. The Bombay Education Act (An Act to provide for the extension of primary education in the City of Bombay) was passed in the year 1920. The Act and the Rules thereunder are printed in full in the Schools Committee's Manual, 1947, on pages 31 to 42. The Act was passed to enable the Corporation to implement the scheme of expansion of primary education culminating in compulsion at the end of the tenth year in the whole of the City. The scheme was submitted to Government in the year 1917. This Act (Bombay Act XV of 1920) was passed three years before the Education Act of 1923, which was applicable to the whole of the Province, except the City of Bombay. The Provincial Education Act of 1923 being a later enactment contained certain details which are not included in the Act meant for the City of Bombay. The Provincial Act was substantially amended in 1938 and thoroughly overhauled in 1947, so much so that it is now called Bombay Act No. LXI of 1947. The Education Act of 1920 for the City of Bombay remains unaltered in any of its sections from the time of its passing. As a result, the Bombay (Provincial) Education Act 1947 contains far more details than those in the Bombay City Education Act of 1920.

97. Now that there exists on the Statute Book an Education Act for the whole of the Province of Bombay which covers the areas of large municipalities like Ahmedabad, Poona, Sholapur, etc., it is worthwhile considering whether there should be a separate Education Act for the City of Bombay. It may be incidentally mentioned that in the case of the Corporations of Madras and Calcutta, there are no separate Education Acts. The Provincial Education Acts are applicable to these Corporations along with other local bodies in the districts. In England also, the Education Acts enacted from time to time are applicable to the whole country, irrespective of the size or status of its local authorities. London County Council, for instance, is governed by the same Act which is applicable to any

small city with a municipality. The percentage of Government grant to the approved expenditure on education is the same for all local authorities in England irrespective of their financial ability. For various reasons, however, it is advisable to have a separate Education Act for the City of Bombay at least for some time to come.

98. The Bombay Corporation in its composition or in the composition of its Schools Committee observes no distinction whatsoever regarding membership assigned to minorities or backward communities ; while the Provincial Education Acts have been observing this distinction in some form or other in the composition of School Boards. Unlike any other municipality in the Province, the Bombay Corporation were meeting all the expenditure on primary education without any Government grant from 1909 upto 1919. During this period, Government contribution to primary education in the case of other municipalities was nearly 50 per cent., and Government exercised substantial control over the management of primary schools in those municipalities. In Bombay, however, Government exercised practically no control over the management of schools except general inspection. The annual budgets of the other municipalities were open to scrutiny by Government as they bore a substantial part of the expenses. In Bombay, however, as Government made no contribution towards the educational expenditure of the Corporation, the annual budgets were not sent to Government for scrutiny. The independence in matters, financial and administrative, which the Bombay Corporation enjoyed during these years was continued even after Government began to give a grant for educational expenses from the year 1919-1920. Even today, the Corporation and the Schools Committee enjoy that independence for all practical purposes. So far as the correspondence between the Corporation and Government is concerned, it is the usual practice to carry it on between His Worship the Mayor and Government directly. It is presumed that the Corporation would not like to give up the kind of independence they are enjoying today. If so, it naturally follows that the Education Act for Bombay should be different from that for the Province as it is today. The part played by the Corporation in the administration of the primary education in the whole of the Province is unique in several respects. They spend about one-fifth of the total provincial expenditure on primary education and the number of children under their jurisdiction is more than one-tenth of the number in the

Province as a whole. It would, therefore, be in the fitness of things that Bombay City should have a separate Education Act for itself.

99. Bye-law No. 1 of the Schools Committee's Bye-laws lays down that 'in the administration of the City of Bombay Municipal Primary schools, the principles and system of school management and the course of instruction to be followed shall generally be those adopted by Government' (*Vide* Schools Committee's Manual, 1947, page 18). As it is desirable for the Corporation to adhere to the policy referred to above in future years also, the amendments and modifications in the present Bombay Education Act, if any, ought to be, so far as possible, on the lines of the Bombay Provincial Act of 1947 and the rules made thereunder. The Rules under that Act, it is understood, are under preparation and will be published by Government later on. When these rules are available, it would be necessary to scan them and to suggest necessary additions and alterations in the present rules framed under the existing Bombay City Education Act. An attempt is made in the following pages to suggest changes in the existing Education Act for the City and also in the existing Rules thereunder and these changes are generally on the lines indicated in the latest Education Act of 1947 for the Province. As to the Rules to be framed under the revised Act for the City, they will have to be finally completed after the Government rules under the 1947 Act are available for scrutiny.

Changes and Modifications Suggested in the Bombay Act No. XV of 1920—An Act to provide for the extension of Primary Education in the City of Bombay.

(For full text of the Act and the Rules thereunder, See Appendix 'D').

100. Sections of the Act in which changes and modifications are suggested are referred to in the following pages. The rest of the sections should either be retained or redrafted as may be required to conform to legal technicalities.

101. *Section 2.—(1)* In the Bombay Education Act of 1923³ (Section 2), a municipality which was authorised by Government to manage primary schools was called 'Local authority'. In the 1947 Act, however, under Section 2(6) such a municipality is called 'Authorised Municipality.' In the Bombay City Education Act, there is no reference to any special name of this nature. It is

desirable to refer to the Bombay Corporation as an 'authorised municipality' in the Act under Section 2.

(2) The name 'Schools Committee' will have to be changed into 'Education Committee' if the latter name is substituted for the former in the main Municipal Act. If, however, as suggested in Chapter III of this report, the administration of Education is placed under the Municipal Commissioner, appropriate changes in this respect will have to be made in the present Section 2(7) of the Act.

(3) Section 2(6) of the existing Act gives the definition of a 'recognised primary school.' The words 'recognised primary school' will have to be now substituted by the words 'Approved Primary Schools.' This change is in conformity with Sections 2(2) and 2(17) of the Bombay Provincial Education Act of 1947. The new definition will be as follows :—

"Approved Primary School" means a primary school maintained by the authorised municipality or which is for the time being recognised as such by the authorised municipality.

(4) Section 2(5) of the existing Act defines 'primary education.' It will now have to be changed in conformity with Section 2(15) of the Provincial Act which runs as follows :—

"Primary Education" means education in such subjects and up to such standards as may be determined by the Provincial Government from time to time."

(5) In the definition of the word 'prescribed' given under Section 2(4) of the existing Act, the words 'made by the Governor in Council' should be omitted.

(6) Section 2(1) of the existing Act which defines to 'attend' a recognised primary school should be modified as under :—

'to attend an approved school means to be present for instruction at such school on such days and at such time and for such periods on each day as may be required under the regulations framed by the Education Committee.'

The proposed change is in accordance with Section 2(5) of the Bombay Provincial Education Act of 1947.

N.B.—All regulations that may be made by the authorised municipality shall be subject to the sanction of the Provincial Government as is required under Section 17(3) of the Provincial Act.

(7) Section 2(2) of the existing Act defines 'child' as one whose age is not less than six and not more than eleven years. In view of the new definition of the word 'child' given under Section 2(7) of the Provincial Education Act, the upper age limit will have to be changed as under :—

' child means a boy or girl whose age is not less than six and not more than fourteen years at the beginning of the school year.'

Explanation—

For the purpose of the definition of 'child', 'school year' shall mean the year beginning with such date as may be fixed by the Education Committee under a regulation framed for that purpose [See Section 17(3) of the Bombay Provincial Education Act 1947].

(The raising of the upper age limit of the 'child' is in accordance with the intention of Government to bring under compulsion, as and when possible, children upto the age of fourteen years. The actual age-range, however, for immediate application of compulsion is to be determined by the authorised municipality by a resolution when a scheme has to be forwarded to Government for their approval [Vide Section 26(1) of the Provincial Education Act, 1947].

The addition of the words 'at the beginning of the school year' will remove complications regarding eligibility of a child for admission to a school.

(8) In the definition of the word 'parent' in Section 2(3) of the existing Education Act, the word 'actual' may be removed and the definition may be brought in a line with that given in Section 2(13) of the Bombay Provincial Education Act, 1947.

102. Sections 3, 4 and 5.—These sections in the existing Act lay down a procedure to be followed by the Corporation as a preliminary measure before compulsion is actually introduced.

Note.—Section 4 also contains reference to 'adequate provision' for free and compulsory education. As to what comprises 'adequate provision' has been prescribed in Rule No. 4 underlying the existing Education Act of 1920. Section 17 of the Bombay Provincial Education Act, 1947 also deals with what is to be called 'adequate provision' and, therefore, Section 4 will have to be substituted by a

separate section to be modelled on the lines of the Section of the Provincial Education Act, referred to above.

These sections (Sections 3, 4 and 5) together may be replaced by the following sections which are based on Sections 26, 27 and 28 of the Bombay Provincial Education Act, 1947 :—

(1) The authorised municipality may by a resolution declare its intention to provide compulsory primary education or to extend its scope in the whole or any part of its area in the case of children of such ages and upto such standard as the municipality may decide and shall submit its proposals to the Provincial Government.

(2) The authorised municipality, if called upon by the Provincial Government so to do, shall within a time to be specified by the Provincial Government submit to the Provincial Government a scheme to provide compulsory primary education in such area and in the case of children of such ages and upto such standard and within such period as the Provincial Government may specify.

(3) The scheme so submitted shall be in the form prescribed and shall contain the following particulars :—

(a) area of compulsion ;

(b) the census of children of the ages to which the scheme shall apply, classified by languages spoken by the children ;

(c) a list of existing approved primary schools or schools proposed to be opened, classified by languages in which instruction is given or is proposed to be given ;

(d) a schedule of existing and proposed staff of educational and attendance officers and their subordinates, clerks, teachers and inferior servants ;

(e) the recurring and non-recurring cost of the scheme and the resolution of the authorised municipality to bear its share of the additional recurring and non-recurring cost.

(4) The Provincial Government may after such inquiry as may be necessary sanction the scheme with or without modifications. The scheme so sanctioned shall come into effect from such date as may be notified by the Provincial Government in the official Gazette.

(5) Every scheme of compulsion sanctioned under the Bombay Act No. XV of 1920 and in force before the coming into force of this Act shall be deemed to be a scheme sanctioned under this Act.

Note.—It is presumed that the existing Education Act for the City of Bombay, *viz.*, Bombay Act No. XV of 1920 will be properly renamed after it is thoroughly overhauled as suggested.

103. *Section 6.*—Section 6 of the existing Education Act defines the duty of the Schools Committee in reference to the enforcement of compulsion. It may be retained in a slightly modified form as under :—

“ When a scheme for compulsory education comes into force in a part or the whole of the City, it shall be the duty of the Education Committee, subject to the provisions of this Act and the principal Municipal Act, to enforce the provisions of this Act respecting the attendance of children at school and the employment of children.”

104. *Section 7.*—This Section 7 of the existing Act should be substituted by Section 32 of the Provincial Education Act of 1947 which runs as under :—

“ In every area of compulsion, the parent of every child to whom a scheme applies shall, in the absence of a reasonable excuse as hereinafter provided, and if such parent and child ordinarily reside in such area, cause such child to attend an approved primary school in such area.”

105. *Section 8.*—Section 8 of the existing Education Act which refers to the meaning of ‘reasonable excuse’ should be remodelled on the lines of Section 33 of the Bombay Provincial Education Act of 1947. The Section should run as under :—

A parent shall be deemed to have a reasonable excuse for failure to cause a child to attend an approved primary school in any of the following cases :—

- (a) where the child is prevented from attending school by sickness, infirmity or other unavoidable cause ;
- (b) where the child is receiving, otherwise than in an approved school, instruction which in the opinion of the Education Officer is efficient or has received from the

Education Officer a certificate of having already completed his primary education upto the standard included in the scheme ;

- (c) where there is no approved primary school within the distance fixed by the Education Officer and/or where the attendance of a child at a school would involve crossing recognised difficult thoroughfares ;

(Latter part of this sub-section is in conformity with Rule 64(e) of the London County Council Rules of the Education Committee, page 50).

- (d) where after due application, entrance to an approved primary school has been refused to the child and there is no other approved primary school to which he can be admitted within the distance fixed until such time as the parent is notified by the Education Officer that the child can be admitted ;
- (e) where there is no approved primary school in the locality in which instruction is given in the language spoken by the child ;
- (f) where there is no approved primary school in the locality to which the parent can send the child without exposing him to religious instruction to which the parent objects.

106. *Sections 9 and 10.*—Section 9 of the existing Education Act refers to 'Issue of Attendance Order' and Section 10 refers to 'Penalty for failure to cause child to attend school.'

Section 9 should be revised as shown below :—

(1) Where the Education Officer is satisfied that the parent of any child who is bound under the provisions of Section 7 to cause such child to attend an approved primary school, has failed to do so, the Education Officer after giving the parent an opportunity of being heard and after such inquiry as he considers necessary, may make an order directing the parent to cause such child to attend an approved primary school on and from a date which shall be specified in the order.

(2) This power may be delegated by the Education Officer to any of his subordinate officers not below the rank of a Superintendent of Schools.

106A. Section 10 should be revised as under :—

(1) Any parent against whom an order with reference to a child has been made under Section 9 and who fails to comply with the provisions of the Section with respect to such child on or after the date specified in such order shall, on conviction before a magistrate, be liable to a fine not exceeding five rupees and if such failure continues after such conviction, he shall also on conviction be liable to a fine of rupee one for every day that the failure continues or is repeated.

A magistrate for the purpose of this Section shall mean a person empowered in this behalf by the Chief Presidency Magistrate or any competent authority.

(2) No court shall take cognisance of an offence under this Section except on the complaint of the Education Officer or of any other officer authorised by him in this behalf.

107. The revision of Sections 9 and 10 is mainly based on Sections 34 and 35, respectively, of the Bombay Provincial Education Act of 1947. A fundamental change has been proposed in Section 9 and it is this. In Section 9 of the existing Act, the Schools Committee has been assigned the power of giving the parent an opportunity of being heard and after enquiry of issuing an Attendance Order. The Section does not provide for the delegation of the power to any of its members or to the Education Officer as is provided in Section 34(2) of the Provincial Education Act. On a careful consideration of conditions prevailing in the City of Bombay, it has been proposed to invest the Education Officer (Secretary, Schools Committee) with the powers assigned to the Education Committee under Section 9 of the existing Act. This step is recommended for the following reasons :—

In the scheme of District Committees, it is provided that cases for prosecuting obstinate defaulting parents will be in the first instance thoroughly inquired into by the Attendance Inspectors and then by the members of the District Committees on which Councillors and Non-Councillors in the locality are represented. There will be no necessity for the Education Committee to give further consideration to the cases. Besides, the Education Committee may not find sufficient time to cope with the number of cases that may come upto them for further inquiry without causing inordinate delay in the disposal.

The essence of a successful handling of such cases is their quick disposal. However, to give the enquiry a legal status, the necessary power has been conferred on the Education Officer who is expected to deal with the cases in the shortest possible time.

108. An important change has been suggested in Section 10 in regard to the definition of the word 'magistrate' occurring in that Section. According to the existing Section, a magistrate means any of the magistrates in the City empowered to deal with ordinary criminal cases. It will be very difficult for a defaulting parent to be present in a court perhaps several times for answering the charge at the cost of his daily wages. It would be very desirable to fix up the hearing of such cases on a holiday and at a place within the 'District' in which the case occurs. This will lessen the rigour of the prosecution and will have salutary effect on the people in the district concerned. The Chief Presidency Magistrate or any other competent authority should nominate a panel of about twelve persons and invest them with the magisterial powers to deal with various cases coming under this Act. These persons should be selected from parts of the City to enable them to attend to their work without much inconvenience.

109. *Section 11.*—Section 11 of the existing Education Act refers to penalty for employing a child liable for compulsory education. The Section should remain as it is except that the words 'Schools Committee' should be substituted by the words 'Education Officer.'

Note 1.—[No action seems to have been taken against any employers coming under this Section.] Cases of school-going age children not attending school owing to employment are included in the general list of the non-attending children. It is necessary, however, to note the names of such children in a separate list. These cases should be dealt with separately by the Attendance Inspectors. The District Committees also will have to give special attention to such cases as they may be large in number in a City like Bombay. These cases are similar to those of economically handicapped children for whom some kind of special arrangement for their instruction has already been suggested (Para 44).

[The important point to be remembered is that the law (Section 11 of the Act) does not altogether prevent the employment of a child of school-going age. What it lays down is that no person shall take into his employment either on his own behalf or on behalf of any

other person any child of school-going age so as to interfere with the efficient instruction of such child. This only means that the child must be spared by the employer during such period of the day when the school authorities will like to have him under instruction. Action can be taken against the employer only if he refused to spare the child accordingly.]

In this connection, it is worthwhile noting the practice followed in England, where the age range of compulsion is between 5 and 14 (very recently raised to 15). Employment of children under 12 is prohibited. A child between 12 and 14 may be employed under certain conditions (*Vide* The Year Book of Education, London, 1932, page 529). The problem of the 'employment of children and young persons' so far as it deals with their education is dealt with in Chapter X, pages 91 to 104 in Pitman's Education Department by A. D. Ikin (1926).

[The whole question of the employment of school-going age children is yet to be tackled in Bombay.] It would be, therefore, necessary to make a few rules in this connection for the guidance of Attendance Inspectors and teachers. This can be better done after the rules framed by Government in this connection are available for reference for the same problem has to be dealt with by them in connection with Section 36 of the Bombay Provincial Education Act, 1947.

Note II.—Under Section 37 of the Bombay Provincial Education Act, 1947, the Administrative Officer is declared to be a public servant within the meaning of proviso (aa) to Section 200 of the Code of Criminal Procedure, 1898. This is altogether a new addition in the Provincial Education Act. Previous Education Acts did not have such a section. It will be necessary to examine from a legal point of view whether this has to be made applicable to the Education Officer also.

110. *Section 12*—This Section may be omitted inasmuch as its provision is covered by the revised Sections 10 and 11.

111. *Section 13*.—It refers to 'Taxation for the purpose of this Act' and may stand as it is.

112. *Section 14*.—This Section refers to 'Remission of Fees.' It should be revised on the lines of Section 31 of the Bombay Provincial Education Act, 1947, as under :—

" No fee shall be charged within the area of compulsion in any school maintained by the authorised municipality in

respect of any child for the standards included in the scheme for compulsion."

113. *Section 15.*—The Section refers to the power of the Provincial Government to exempt a particular class or community from the operation of this Act. The present position so far as exemptions are concerned is this. The Provincial Government have under this Section exempted the European and Anglo-Indian Communities from the operation of the Bombay Primary Education Act, No. XV of 1920, under notification No. 236(a) of 28th September 1923, *Vide* Schools Committee's Manual, 1947, page 43. Times have now changed and, therefore, such a clause need not be retained in an Act meant for the enlightened City of Bombay. It may, however, be noted that in Section 30 of the Provincial Education Act of 1947, power is retained by Government to exempt children of particular classes.

114. *Section 16.*—This Section of the existing Education Act refers to 'withdrawal of notification on default'. This Section should be substituted by Section 29 of the Bombay Provincial Education Act, 1947, as the latter is more comprehensive in its scope :—

" A sanctioned scheme may with the sanction of the Provincial Government be withdrawn or from time to time modified by an authorised municipality or may by an order published with the reasons for making it in the Official Gazette be modified, cancelled or temporarily suspended by the Provincial Government."

115. *Section 17.*—This Section refers to 'fines to be credited to the Corporation.' It may be retained as it is, if found necessary, with the substitution of the words 'Education Fund' for 'Municipal fund.' It may, however, be pointed out that the clause relating to 'Fines how dealt with' (Section 23 of the 1923 Provincial Education Act) was omitted when the Act of 1947 was framed. The note made there is omitted by the 'Adaptation of Indian Laws order in Council.' This point may be legally examined.

116. *Section 18.*—This Section under the existing Education Act refers to 'Rules' to be framed under the Act. The Section should be revised as under :—

(1) The Provincial Government may by notification in the Official Gazette make rules for the purposes of this Act.

(2) In particular and without prejudice to the generality of the foregoing provision, such rules may be made—

(a) determining generally what shall be considered to be adequate provision for primary education under Section 64 of the 'Principal Act';

(b) requiring the Corporation to prepare and publish a register of children liable for compulsory primary education in the municipal district; and

(c) specifying the extent to which the cost of providing free and compulsory education shall be borne by the Provincial Government.

117. *Section 19.*—The provisions made in this Section of the existing Education Act have been already discussed and incorporated in the 'Principal Act.' It is, therefore, not necessary to have this Section in this Act.

118. *Section 20.*—This Section refers to Section 62B of the Principal Act. The Section is already in the Principal Act. It need not, therefore, be retained in this Act.

Rules under Bombay Act No. XV of 1920.

119. *Rule 1.*—This Rule should be revised as under:—

“ For the purpose of compulsory primary education introduced by the Corporation in the City of Bombay, 'primary education' means education imparted through (1) the medium of any recognised language in standards I to IV inclusive or (2) English in the Infants classes and standards I to III inclusive.”

Explanation—

- (1) 'Recognised languages' means the recognised languages of the Province, *viz.*, Marathi, Gujarati, Kanarese, Urdu and any other Indian language which is the mother tongue of children residing in the City, provided that the average attendance at any school opened for this purpose shall not fall short of 25.
- (2) English shall be accepted as the recognised language of such Indian Christians as speak no recognised Indian language and claim that English is their mother tongue.

- (3) Any language other than a recognised Indian language may be accepted as a recognised language for the purpose of this rule, if it is the mother tongue of any children residing in the City, provided that the average attendance at any school opened for them shall not fall short of 25.

Rule 1 as framed above covers the provisions of original Rule 1 and Rule 4(ii). The original Rule 1 is modified as shown above in order to suit the latest change introduced by Government in abolishing the Infants (lowest) standard in primary schools other than the English Teaching Primary schools, thus reducing the compulsory primary education course from five to four years. The words 'as prescribed in the standards of instruction sanctioned by the Schools Committee and approved by the Government' are omitted as this clause is incorporated in the definition of 'primary education' in Section 2 of this Act. The change also incorporates the instructions of Government relating to the English Teaching Primary Schools as mentioned in Government Resolution No. 7370 of 15th May 1948, Education and Industries Department. It would be seen from the various provisions made regarding 'recognised language' in this rule that the Corporation is invested with the power of opening or aiding schools or classes for children of compulsory age whose mother tongue is not only one of the recognised Indian languages, but also one of any non-Indian language if the latter is the mother tongue of a sufficient number of citizens in the City of Bombay.

120. *Rule 2.*—This Rule should be deleted as necessary provision has been made in Section 2 of the Act.

121. *Rule 3.*—This Rule lays down the procedure to be followed in submitting the scheme of compulsion with the necessary statistical details. In view of changes proposed to be made in the original Sections 3, 4 and 5 to which the rule refers and in view of the impending publication of Rules by the Provincial Government under Chapter VI of the Bombay Provincial Education Act of 1947 in relation to the preparation and enforcement of schemes of compulsion, it is thought desirable to postpone the revision and modification of this Rule, *viz.*, Rule 3, till the rules to be published by Government are available for reference.

122. *Rule 4.*—This Rule deals with the adequate provision in respect of primary education. Section 64 of the Principal Act lays

down duties of the Education Committee in respect of primary education, one of which is to make adequate provision for primary education for children in the City. What constitutes adequate provision in this behalf is to be described in detail in this rule. The rule will be finally drafted and completed when Government rules in this respect are available for reference, for what is 'adequate provision' for the schools in the province, ought to apply generally to the City schools as well. In the meanwhile, the following suggestions are being made in respect of some of the sub-sections of this Rule :—

- (i) should be omitted now that compulsion has been already introduced for boys and girls in the City ;
 - (ii) has been already incorporated in Rule 1 above ;
 - (iii), (iv), (v) and (vi) may be retained with slight modifications, if any ;
 - (vii) is with reference to the qualifications of teachers to be employed and their number and the number of pupils per teacher, etc. This is a very important rule as it considerably affects the expenditure on primary education. It is better to await the publication of Government rules in this respect, which will show what principles will have to be followed by other authorised municipalities in the Province ;
 - (viii) runs as follows :—
- “ The payment of trained and untrained teachers according to the rates laid down by the Corporation with the approval and sanction of Government.”

This is one of the most important rules, but it does not appear to have been observed by the Corporation so far. The rule was published in 1923. Since then, the grades of teachers have been revised more than once, firstly in June 1924, secondly in August 1930 (retrenchment) and recently in the year 1946-47. The question of Government grant on expenditure on primary education has, it appears, remained undecided so far, mainly on the ground that measures resulting in heavy expenditure involved in revision of teachers' salaries from time to time have not been got approved by Government as is required under this rule. It is not suggested that revisions of teachers'

salaries from time to time were out of proportion to the rising cost of living. What is suggested, however, is that so long as the rule stands as it is, it is but fair and just that it should be observed by the Corporation. It is for the Corporation, therefore, to decide finally whether this rule should remain as it is, or be modified or deleted.

- (ix) refers to the appointment of paid Attendance Officers to organise a census of school children, to prepare and publish registers of such children and to make complaints to a Magistrate against defaulting parents, etc., and
- (x) to the appointment of Educational Officers for the supervision and control of schools.

The requirements mentioned in these two sub-rules have already been incorporated in the Principal Act. It is, however, necessary to make a rule for regulating the procedure in respect of:—

- (1) taking census of school-going children ;
- (2) publishing the registers ; and
- (3) keeping them up to date.

It is suggested that the procedure which will be laid down by Government in the rules hereafter to be published in regard to these three points should be adopted in the rule or rules to be framed for this purpose.

123. *Rule 5.*—This Rule should be now eliminated as the rule referred to above for taking census of school children, publishing the registers, etc., will cover the provision of this rule.

124. *Rule 6.*—This Rule has been introduced in 1944 at the request of the Corporation. It permits the Corporation to dispense with the taking of census of school children and with the printing and publishing of registers of non-attending children of school-going age in any particular year after obtaining previous sanction of the Provincial Government.

This rule should be revised so as to exclude the requirement relating to 'printing' of registers. Printing of registers whether of

attending and/or non-attending children of school-going age is not necessary. Each district should have its own registers kept up to date for reference by the Government Officers, the public or the teachers. In fact, printing of such registers is not obligatory on any school authority so far as it has been possible to ascertain. In London, the registers are not printed under any rules and in the English system of education also, printing of registers has not been mentioned as a necessity. Much time, money and labour would be saved if this unnecessary obligation is done away with in the rules.

CHAPTER V.

Provision of Municipal-owned School Buildings.

The present position of housing of Municipal Primary Schools.

1. Tables giving details about the present position of housing of Municipal Primary Schools in the City are given in Appendix E.

Table A.—This Table supplies details about school buildings owned by the Municipality. There are 29 such buildings housing 49 schools, having 18,000 children out of the total of 1,21,000 receiving instruction in all the Municipal schools. This means that 15 per cent of the school children are accommodated in school buildings owned by the Municipality. Sixteen out of twenty-nine buildings accommodating 14,300 children are built at an approximate cost of Rs. 32 lacs out of which Government have contributed as grant a sum of Rs. 5 lacs for five buildings. Eight buildings accommodating nine schools with 2,600 children have been donated to the Municipality for school purposes. Five Municipal premises not originally built for school purposes accommodating ten schools and classes with 1,100 pupils have been subsequently placed at the disposal of the Schools Committee and no rent is paid to the Municipality on their account. These five premises are mostly parts of accommodation supplied to lower grade Municipal employees of the Health Department. No rent is being charged for all the 29 school buildings although the Schools Committee pays to the Municipality a sum of about Rs. 18,000 for taxes, insurance premia, ground rent, etc.

2. *Table B.*—This Table supplies details about rented school buildings. Twenty-four school buildings owned by the City Improvement Trust are hired by the Schools Committee. They accommodate 27 schools with 5,500 pupils, for which annual rent amounting to about Rs. 22,000 is paid. This works out at Rs. 4 (four) per pupil per year as rent. A very large number of school buildings, i.e., 250 out of 303 are hired buildings. They accommodate 349 schools and classes with 97,500 children. This works out at Rs. 5-4-0 as rent per pupil per year.

3. The total rent paid annually for school buildings including those owned by the City Improvement Trust comes to about Rs. 5,43,000 for accommodating 1,03,000 children. This works out at Rs. 5.3 per pupil per year as rent. To put it very briefly,

if a class room were to accommodate 40 children on roll, it would cost annually Rs. 212 or about Rs. 18 per month. This is, of course, for hired buildings and not for Municipal owned buildings for which no rent is charged.

4. It is shown above that the average rent per pupil per year in rented school buildings comes to Rs. 5.3, but it must be noted that this figure is arrived at on the existing conditions of school accommodation wherein nearly 48 per cent of the pupils in Municipal schools meet in double sessions owing to keen shortage of accommodation (for details see Table C). This indirectly means that 24 per cent of the Municipal school children are being housed at present in the available accommodation without any rent being paid for them. In other words, if all the children at present on rolls were to meet in single sessions as in the past, the cost per pupil per year for rent would come to about Rs. 7.

5. In this connection it may be noted that the private Primary Aided schools are in a better position so far as their own buildings are concerned. Out of 216 such schools, 85 (nearly 39 per cent) have their own school buildings and they accommodate nearly 50 per cent of the 50,000 children in the private Primary schools.

6. During the pre-war times, it was generally accepted that a room accommodating 40 children on rolls at 8 square feet per child would have an area of 320 square feet and at Rs. 10 per month for one hundred square feet area, such a room would cost Rs. 32 per month or Rs. 384 per year. This would give Rs. 9.6 or say Rs. 10 as rent per pupil per year. This is a very moderate estimate and it presumes a type of accommodation below which a school ought not to go. For better accommodation, certainly, the per pupil rent ought to go beyond the average figure of Rs. 10 per year per pupil.

7. It is shown above that eliminating the factor of holding schools by two sessions, the average rent per pupil per year in hired school buildings comes to Rs. 7. If 8 square feet area per child were made available, the average rent per pupil per year as per pre-war rent scale would come to Rs. 10. The present lower figure, *i.e.*, Rs. 7 instead of the expected figure, *i.e.*, Rs. 10 may be due to two causes : —

(1) For the rented buildings, the Municipality might be paying cheaper rent for every 100 square feet area and (2) there

might be over-crowding where a pupil on an average gets accommodation less than 8 square feet.

8. With a view to ascertaining whether there is over crowding, sample investigation was made by looking into the accommodation in square feet available for one child in about 77 schools of various sizes picked up from among those which are accommodated in hired buildings. Table D gives the result of the sample investigation. From this Table the following points may be noted that :—

(1) Out of 77 schools only 15, i.e., 25 per cent. supply accommodation at 8 or more square feet per child, and (2) the average accommodation is distinctly below 8 square feet per child. It ranges from 5.5 to 7.6 square feet.

9. There is no doubt that the over-crowding referred to above has been the result of the unexpected and abnormal overcrowding in the City itself. The Schools Committee have tried their best to meet the abnormal situation of accommodating the growing number of school children by resorting to the double session system under which nearly 50 per cent. school children are being instructed. This has no doubt helped the administration to tide over the situation so far, but from the figures supplied in Table C, it would be clear that the Marathi Boys and Girls sides, which together form 63 per cent. of the total number of children attending Municipal schools at present, have reached a point where further holding of schools by double session will be almost impossible. Figures in Table C further show that 23,500 children from the two sides meet at present in single sessions and therefore it may be possible to absorb about 11 to 12 thousand more children in the Marathi Boys' and Girls' schools, but this will obviously involve holding *all* Marathi schools in double sessions. As there may be (See para. 6 Chapter IV) several thousand non-attending children in the City, most of whom are Marathi speaking, it is possible that within a year or so, the present accommodation in Marathi schools will not admit any extra children beyond the calculated number of 11 to 12 thousand. A vigorous propaganda to bring non-attending children to schools will certainly not fail to bring in 11 to 12 thousand (Marathi speaking) more children thus rendering further admission impossible unless a *three session system*

with reduced number of teaching hours is introduced in Marathi schools.

10. It has been pointed out in the above discussion that as conditions stand today, there is a definite over-crowding of children in the Municipal schools and further, so far as the Marathi-speaking children are concerned, over and above the general over-crowding, a saturation point will soon be reached in these schools even if a wholesale system of double sessions is adopted. These conditions impose on the Schools Committee and the Corporation a duty to look about and adopt suitable measures without delay to improve the situation now obtained in regard to housing of schools. It is imperative to make available to the children of the City more and better accommodation if the large number of non-attending children of school-going age is to be brought to school and if the attending children are to be provided with the *minimum* requirement of space which is legally laid down at 8 square feet per child. What would be the proper steps to be taken in this direction by the Corporation, it is difficult to say under the present abnormal conditions of renting buildings or of constructing them. It may, however, be safely presumed that the Bombay Municipal Corporation, which is rightly styled as 'Urbs Prima In Indis' will not fail to find out ways and means to improve the present unsatisfactory conditions of housing of Municipal Primary Schools.

11. The unfortunate and unsatisfactory conditions of the housing of Primary schools in the City are not confined to Bombay City only. It is a common feature of the Educational system throughout the length and breadth of the Country in urban as well as rural areas. Those in charge of educational administration in India whether Government or local bodies have hardly undertaken systematic long-range plans for the construction of school buildings. Sporadic efforts, no doubt, are on record which show that both these authorities have on occasions given thought to this problem; but sustained efforts and careful planning have been conspicuous by their absence. This is, no doubt, due to the fact that the educational administrators in India had hardly realised the principle, which has been universally admitted in countries outside India, that buildings specially constructed for school purposes is one of the most vital pre-requisites of a sound national system of education.

12. To take, for example, the case of England in this respect, it is observed that as soon as (1870) introduction of compulsory education was decided upon, one of the earliest measures resorted to in that country was to undertake a programme for the construction of school buildings wherein the local authorities and the Government shared the financial liabilities. Whenever a new school had to be started, the programme included the construction of a school building. Hiring of premises for schools on a long range basis was almost unknown. In London for instance, all the six hundred and odd primary school buildings in which the Council schools are held are owned by the Council. Large sums are spent every year not only in constructing new school buildings but large programmes of overhauling or re-modelling old school buildings are launched to give effect to new educational ideals and policies. In these measures the London County Council has been receiving all these years Government aid to the tune of 50 per cent. The method of giving Government aid for construction of school buildings is this :—

'No grant is made in aid of the capital cost incurred in building, enlarging or fitting up a school, but the annual charges in respect of interest and repayment of such capital rank for grant.' (Local Government and Local Finance—Wright and Hobhouse, 1937, page 80).

The maximum period of repayment of loans for school buildings is 40 years. The method followed by the Government of Bombay in giving grant for the construction of school buildings is to pay once for all a lump sum grant which obviously entails payment of large sums at one time ; while the method adopted in England is to give grant by annual instalments as mentioned above. The latter method obviously is less taxing on the annual Government liabilities in this respect.

Municipal efforts towards the construction of school buildings and Government aid—1906 to 1942.

13. In about 1824, the then Government of Bombay began to give consideration to the question of primary education of children in the City of Bombay on new lines. From that year to 1855, primary schools in the City were under the control and management of private

add that in 57 of our Bombay class rooms, not only even 6 square feet per child is allowed and that in a small number the overcrowding is worse than this."

16. The purpose of giving the above extracts is this. Although they date back to 1895, they still represent in a substantial measure the conditions that prevail even today in the majority of buildings hired by the Municipality for school purposes. It must be admitted that numerous attempts have been made by the Schools Committee from year to year to shift schools from one hired place to another, in order to secure better accommodation for children. But in spite of all their efforts, it has not been possible to effect substantial improvement in the situation because of the inherent drawbacks of hired buildings which are in very many cases originally built for residential purposes. The situation will not admit of any satisfactory improvement unless new school buildings are constructed or the hired buildings are considerably overhauled and re-modelled.

17. To take up the thread of the reply to the Governor's letter, it may be mentioned that a plan for the construction of ten school buildings at a cost of rupees ten lacs was suggested and Government was requested to contribute liberal grant-in-aid. Nothing of practical value seems to have immediately emerged from this correspondence, although it did help to keep the need for specially constructed school buildings alive in some form or other.

18. On the 12th March 1896, the President of the Bombay Municipal Corporation wrote to Government stating that the Corporation had sanctioned a grant of Rs. 50,000 on account of a Building Fund for primary schools to which amount further amounts would be added as finances might permit and that the immediate construction of one school building was under contemplation. He, therefore, inquired of Government whether they would be pleased to contribute their supplemental grants to that Building Fund. To this letter, Government under their G. R. Educational Department No. 1215, dated the 3rd July 1896 agreed to contribute Rs. 50,000 towards the construction of the proposed school building keeping in view the implications of the then existing section 120(2C) of the Bombay Municipal Act of 1888, under which the Government contribution was roughly to be one half of the Municipal contribution. Government, however, pleaded their inability to promise

annual contribution towards the Building Fund of the Corporation for the following reasons:—

- (1) Uncertainty of Provincial finances and
- (2) the necessity of meeting equitable claims of the Presidency as a whole.

The letter from Government, however, ends with the expression of the hope of His Excellency the Governor-in-Council that the construction of primary school buildings by the Corporation might be proceeded with as quickly as possible. This communication from Government was considered by the Corporation and under Corporation Resolution No. 5340, dated the 24th August 1896, a reply was drafted which, among other things, included the following issues:—

- (1) "That reference to Section 120(2)(c) of the Municipal Act did not apply to Building grants but to the current annual expenditure.
- (2) "That with regard to the point made by Government about the claims of the Presidency as a whole, the Corporation's reply pointed out that previous to the passing of the Municipal Act, 1888, when there was no legal obligation on the Corporation for the maintenance of primary education and the care of primary education in the City of Bombay vested in Government, no building grants for the construction of primary schools were ever made, though such grants for primary schools were largely made for the rest of the Presidency.
- (3) "That the inability of Government to contribute a moiety of the cost equally with the Corporation will unfortunately result in defeating the object which both Government and the Corporation have at heart.
- (4) "That the Corporation request Government to inform them if, in case the Corporation raise a loan of, say, from 10 to 15 lacs for building primary school buildings, Government will be pleased to undertake to contribute a moiety of the annual payment for interest and sinking fund."

19. To the representation of the Corporation, Government under their No. 196 of 1st February 1897, Education Department, replied negatively to the issues raised. However, they promised contribution towards the building of primary schools in the City of

Bombay 'so much as may be allowed by the finances of the time and an equitable regard for the school building requirements of the other portions of the Presidency.' The correspondence between the Corporation and the Government referred to above proved fruitless and the project of a Building Fund of the Municipality did not materialise 'owing to successive visitations of plague and famine.' However, some practical results followed in about 1906. Under the Police Charges Act III of 1907, Section 120 of the Municipal Act was repealed and the whole liability of primary education was transferred to the Bombay Corporation. Although Government was thus relieved of the financial responsibility imposed on them by Section 120(2)(c) of the Municipal Act towards the recurring annual cost of primary education, they recognised their liability in the matter of giving Building Grants to the Corporation on lines as prescribed for other Municipalities in the Province, *i.e.*, 50 per cent., by inserting a suitable proviso to Section 61(q) of the Municipal Act. Thus the legal difficulty pointed out by Government in the past in giving 50 per cent grant for building purposes was removed and an amicable arrangement between Government and the Corporation in the case of building grant was made possible.

'In the year 1906, the Corporation was invited by Government to accept a programme of school building construction which provided for expenditure of 10 lakhs spread over a period of five years, Government contributing five lakhs at the rate of one lakh a year. The Corporation accepted the offer and thereby undertook to incur a total expenditure of five lakhs on school buildings within the stipulated period of five years. This period commenced in 1907.' (*Vide* letter to the President from the Secretary to Government, Educational Department No. 1889, dated the 11th June 1914).

20. This contract made between the Government and the Municipality in about 1906 opened a new chapter in the history of the school building programme. For various reasons, however, the programme that was to be commenced in 1907 and finished in 1912 was actually completed in about 1923. The slow progress of the programme evoked a mild rebuke from Government (*Vide* letter, dated the 11th June 1914 mentioned above). Upto 1914, the Corporation had claimed only 2 lakhs of rupees as building grant out of the stipulated amount of 5 lakhs which according to the original contract was to be claimed by the Corporation in 1912. The first set of two

buildings was made available to the Schools Committee in 1911 and the last set of two buildings in 1923. In all 7 buildings were erected out of this programme which cost more than Rs. 10 lacs. Government, however, contributed Rs. 5 lacs only as originally stipulated. The last instalment out of this allotment was claimed and received from Government in 1925. As mentioned above, the building programme started under a contract with Government in 1906 came to completion in 1923. In 1924, therefore, the Corporation might have launched another programme of a similar type with the assistance of Government on the lines of the 1906 programme but the possibility of such a move on the part of the Corporation was frustrated by the sudden appearance of a Government resolution fixing the maximum limit of Government grant towards the construction of school building which when applied to Bombay promised ridiculously low rate.

21. The history of the correspondence that followed is very interesting in a way. The Government of Bombay under their Resolution No. 2321 of 26th May 1924 fixed Rs. 40 per pupil as the maximum cost on which Government grants for primary schools could be based thereafter. This was of course calculated on the building cost in rural areas, but Government made no distinction whatsoever in the nature of the area concerned. A school for hundred children according to this resolution would receive maximum building grant of Rs. 2,000 at 50 per cent of the total recognised cost of Rs. 4,000. In the City of Bombay, the average cost per pupil during the years 1915 to 1924 (war and post-war period) varied from Rs. 334 to Rs. 592. The average cost per pupil since the first war was Rs. 463 as against Rs. 40 fixed by Government in 1924 for purposes of calculating their grant. In 1924, therefore, in the City of Bombay a primary school for one hundred children would have cost under any circumstances not less than Rs. 46,300 and the Government grant at 50 per cent rate would have come to Rs. 23,150, but the G. R. had fixed it at Rs. 2,000 only. The Corporation gave serious consideration to the G. R. referred to above and in a representation (No. 697 of 23rd April 1928) requested Government :—

(1) to modify their Resolution regarding building grant so as to fix Rs. 463 per pupil as the maximum cost on which building grants for primary schools within the City and Island of Bombay were to be fixed, and (2) to give an assurance to the Bombay Municipality that Government would be ready

to give an annual building grant of Rs. 5 lacs if the Municipality embarked upon a programme of housing all the Municipal Schools in Municipal buildings within a period of 25 years at an annual cost of 10 lacs of rupees (*Vide* proceedings of the Municipal Corporation, dated the 16th April 1928, page 62).

22. Although the Corporation took nearly four years to send their representation to Government in the matter of fixing the maximum limit of Government grant for building purposes, Government on their part were very prompt in replying in the negative under their letter, dated the 25th July 1928 (*Vide* Corporation proceedings of 16th August 1928, page 1185). The Corporation made another representation to Government, dated the 23rd December 1929 requesting them to reconsider their decision in the matter of building grant (*Vide* Corporation proceedings of 9th December 1929). Government promptly replied under their letter No. 2453-C, dated the 23rd January 1930 as under :—

“I am to say that pending decision of the suit regarding the educational grant filed by the Corporation against Government, Government regret that they are unable to reconsider their previous decision.”

This reply is, no doubt, more hopeful than the previous one inasmuch as it is conditional and not a flat refusal.

23. As Government refused to reconsider their decision regarding the fixing of Rs. 40 per pupil as the maximum cost for assessing building grants, the Schools Committee took up the question of charging reasonable rent on Municipal owned school buildings for which no building grant from Government was received and to include the charges on the current expenditure for rent, with a view to obtaining Government grant on it. But Government resolutions issued in 1930 and 1931 (G. R. E. D. No. 2572 of 3rd April 1930 and No. 2572 of 9th February 1931) laid down that the nominal rents for primary schools must not exceed the limit of building cost of Rs. 40 per pupil as laid down in the G.R. No. 2321 of 26th May 1924. This meant that even if nominal rents were charged, the share of Government grant on it would be a fraction of what would actually be due. In the meantime, the suit filed by the Corporation against Government was decided in 1932 and the Schools Committee, therefore, requested the Corporation under their letter, dated the 15th May 1933 to make a representation to Government to modify their decision in respect of the maximum limit of charging nominal rents for

purposes of annual grants so far as the Bombay Municipality was concerned along with the other questions in regard to building grants which formed the subject matter of the two previous representations to Government. The Corporation referred the whole question to the Law, Revenue and General Purposes Committee, under their Resolution No. 2182 of 19th June 1933, for consideration and report in consultation with the Commissioner. This Committee considered the problem along with a draft representation by the Commissioner to be sent to Government and expressed an opinion under their Resolution No. 167 of 5th February 1942 as under :—

“That in view of the prevailing abnormal time due to war, it is not advisable to approach Government for a grant for the construction of school buildings in the City when it will not be possible for the Corporation to execute any such scheme owing to acute financial stringency” and recommended to the Corporation—

‘that the question of submitting a representation to Government in the matter and of embarking upon a programme of constructing Municipal school buildings as suggested by the Schools Committee be therefore held in abeyance till the return of normal times.’

The Corporation under their Resolution No. 1119 of 9th March 1942 endorsed this Resolution of the Law, Revenue and General Purposes Committee.

24. Since the passing of the Corporation Resolution referred to above, the whole question of constructing Municipal school buildings and of trying to get adequate help from Government for that purpose has remained in abeyance.

25. Although the question of Government grant-in-aid for building purposes or that of allowing reasonable nominal rent to be charged for school buildings constructed out of Municipal funds only has remained undecided so far, the Corporation have during the period 1925 to 1940, constructed out of their own funds about 11 school buildings costing more than Rs. 15 lacs for their construction. Government have contributed nothing towards this expenditure. This shows the keenness of the Corporation to make available to the school children of the City better accommodation in spite of the refusal of Government to pay a due share of the cost.

26. During the period 1929 to 1936, the records of the Schools Committee and of the Corporation show a number of attempts made

to formulate schemes for the construction of school buildings and reserve suitable sites for them. These attempts have not only helped in stimulating keen interest in the problem of school buildings but have actually been responsible for expediting the construction of some of the school buildings already made available to children. There is sufficient evidence on record to show that the Corporation, its Committees and the Commissioner have fully realised the most urgent need of constructing school buildings within a reasonable period of years, so as to make available to all Municipal school children adequate accommodation with satisfactory sanitary and other conveniences, but considerations, mainly financial, held back the planning and execution of a bold and extensive programme of school building which from every point of view requires *top priority*.

27. After narrating briefly the present conditions of housing Municipal schools in the City and the various attempts made by the Corporation so far for constructing Municipal owned school buildings with or without Government aid, it is necessary to state what the Corporation should now do to improve substantially the present situation of school accommodation by making available to the children of the City school buildings owned by the Corporation, to the largest possible extent. Suggestions to achieve this end are described below; but before this can be done it is absolutely necessary to emphasise once more the supreme importance of the place of Municipal owned school buildings in the scheme of Free and Compulsory Primary Education in the City.

Importance of the place of Municipal owned school buildings in the scheme of Compulsory Primary Education.

28. A perusal of the history and growth of compulsory education in any of the advanced countries of the world shows (without exception) that the first and the foremost measure adopted simultaneously with the introduction of compulsory education is to chalk out and undertake a vigorous programme of the construction of school buildings. The fact that all the 600 and odd primary school buildings in London are constructed by the London County Council has already been mentioned. The case of the City of Manchester also deserves mention. It is recorded that all the 248 school buildings in that City are specially constructed for school

purposes. In Indian cities even where compulsion has been introduced on a fairly large scale, the problem of Municipal owned school buildings has not received its due attention as yet. This is a legacy of the past when primary education and problems relating to it were not considered to be of vital importance for the good of the community. However, things are rapidly changing and the City of Bombay must take its due place without delay. As things stand today, the City of Madras appears to be far ahead of Bombay in respect of Municipal owned school buildings. The Administration Report of the Corporation of Madras for the year 1946-47 (page 46) states :—

“It is regrettable that 102 out of a total of 174 schools run by the Corporation have to be housed in rented buildings. Only 69 schools are housed in Corporation buildings and 3 in Government buildings.”

After recording the keen anxiety of the Corporation to have its own school buildings and the present difficulties in that connection the Report adds—

“Eleven sites were acquired and plans and estimates for constructing buildings in five of the sites have already been sanctioned at a cost of Rs. 5.26 lacs.”

Madras has thus at present about 40 per cent. of its schools held in Municipal owned school buildings, while Bombay has only about 11 per cent of its Municipal primary schools held in Municipal owned school buildings.

29. The introduction of compulsory education under which young children are to be forced to attend schools requires on the part of the educational authority of an industrial city like Bombay to provide school accommodation which conforms at least to the minimum requirements of space, sanitation, light, ventilation, etc. It need not be emphasised that this is not only a legal duty but it is a moral duty also; for although the injury done to the health of the growing child by inadequate and insanitary accommodation cannot be measured in terms of physical factors like height, weight, etc., it will certainly be found to be incalculable in the long run. The Corporation have already realised the importance of securing physical well-being of a child as a necessary pre-requisite of its schooling. Measures like medical inspection and treatment, and supply of milk, etc., to children are adopted with this purpose in view and nearly

Rs. 4 lacs are being spent annually on that account. The anxiety of the Corporation to extend these amenities to children is evident from the fact that within a short space of four years, the expenditure on these items has nearly doubled. The object underlying this provision is laudable and the public of Bombay will certainly be grateful to the Corporation for this move, which is unique in its organisation and extent in the cities of this Country. But it must be realised to the full that while these amenities are available to a limited number of Municipal school children, the great majority of them are being forced, unwittingly of course, to spend their school time in class rooms which are admittedly overcrowded and unhygienic. It has to be emphasised here that this great majority of children is in urgent need of Corporation's sympathy, equally if not more, with those who are fortunate enough to receive medical treatment and milk supply.

Suggestions for improving the present scheme.

30. Keeping in view the importance of the place of the Municipal owned school buildings as mentioned above in the scheme of compulsory education in the City, the following suggestions are made for the consideration of the Corporation in that behalf:—

30A. (1) By their Resolution No. 1119 of 9th March 1942 as pointed out above (para. 23), the Corporation have decided to keep in abeyance 'till the return of normal times' the consideration of any questions relating to the construction of Municipal owned school buildings. It should be noted that this Resolution was passed in March 1942 just at the time when the City was in the grip of war panic resulting in great exodus of population. Nobody knew what was in store for the City and the City Fathers along with the citizens themselves could not have been in a mood to think seriously of schemes and plans for the good of the people. Fortunately that time of trial was short lived and the schools which in 1942-43 were much depleted in numbers are now crowded with children beyond normal expectations. Although the school authorities are trying their best to cope with the increase, they are bound to find themselves at their wits' end in the near future. Time has therefore certainly come when the Corporation ought to remove the seal which they have put on the question of constructing school buildings under the Resolution of March 1942 referred to above and make the

way open for pursuing the question further. Under the Resolution it was decided to wait till the return of 'normal times.' Whether the normal times have now come or not will depend upon the interpretation that may be put on the existing conditions of Corporation's finances and Government attitude towards helping the Corporation with money and material. If 'normal times' are to be taken as the times that prevailed in the pre-war days, it is difficult to say when they will come or come at all. Corporate bodies or Governments looking after the welfare of the people cannot afford to wait indefinitely for the return of normal times whatever that phrase may mean. The essential services must be attended to whatever the expenses. The Corporation by their own action have shown the truth of this statement. The expenditure on essential services like Education, Medical Relief and Public Health has almost doubled whatever the financial difficulties. The abnormal times have not failed to compensate for its attendant evils by giving larger revenues to the Corporation. Taking all these factors into consideration and also the supreme importance of having Municipal owned school buildings, the Corporation ought to take up without delay the question of launching a programme of school buildings of its own, for such a programme is as essential for the well-being of the City's children as programmes for Water Works are for the welfare of its citizens.

30th. (2) Along with the launching of a vigorous programme for school buildings, it is necessary to start negotiations with the Government of Bombay for obtaining substantial help towards the building programme. It may be remembered that the third representation to Government in this behalf which the Commissioner had placed before the Law, Revenue and General Purposes Committee will have to be approved and sent to Government with a view to opening further negotiations in the matter of Government grant for building purposes. It has to be emphasised that those negotiations with Government will not bear much fruit if they are to be carried on by correspondence only. The importance of the problem demands that representatives of Government and of the Corporation must meet at a table and come to some amicable settlement over the vexed question which has remained unsolved for nearly 20 years (1928 to 1948). It can reasonably be expected that the Government of Bombay as it is constituted to-day, will not fail to respond to the appeal of the Corporation for liberal help towards a programme of school buildings in the City.

30C. In fixing Rs. 40 per pupil as the maximum cost on which Government grants for primary schools would be based irrespective of the locality in which they might be erected, the then Government of Bombay (1928-30) showed a most unsympathetic and unreasonable attitude. The only iota of grace in this matter would be found in that Government's second reply (*see para. 22*) that the question would not be reconsidered until the suit filed by the Municipality in the High Court against the Government was decided. The suit having been decided in 1932, the way is clearly open for fresh negotiations which should, therefore, now be taken up without further delay. It is desirable from several points of view to induce Government to follow the English system of grant-in-aid for school buildings in the case of the City of Bombay wherein instead of a lump sum grant, annual grants in respect of interest and repayment of capital loans are given (*see para. 12*). The question of charging nominal rent for Government grant on current expenditure has also to be tackled amicably in the proposed negotiations with Government (*Vide para. 23*).

30D. (3) In the present circumstances, it will, no doubt, be difficult by normal methods to acquire suitable sites for school buildings, but the Corporation backed by Government may not find it so very difficult to acquire some suitable sites even in these times, if serious attempts are made in that direction. The question of cost of such sites and the construction of buildings will entail heavier burden than in pre-war times. But as has already been pointed out, if the well-being of school children is to be given its due priority in the various schemes and plans for the development of the civic amenities in the City, it would be necessary for the Corporation to bear cheerfully the burden. Any further delay in taking up this all important question for consideration and necessary action will create further difficulties and complications which are already threatening to be insurmountable.

30E. Apart from the question of securing new plots for school buildings in the City, it may be pointed out that there are about 19 sites already reserved and made available for the construction of new school buildings or for extensions of existing ones. From the statement supplied by the Secretary, Schools Committee (*Vide Appendix E—Table E*), it appears that about 100 existing schools with about 22,000 children can be accommodated in the proposed new constructions. The programme of constructing new buildings on these plots can be taken up without encountering the difficulty of

acquiring new sites. A close scrutiny of the Municipal owned vacant lands including those of the City Improvement Trust may reveal a number of new sites suitable for this purpose. The possibility of adding a floor or two to some of the Municipal owned school buildings may also be explored.

30F. The present acute shortage of school accommodation and the insanitary conditions of some of the existing hired buildings demand immediate action. Although *pucca* school buildings is a desirability from several points of view, the necessity of relieving the situation by constructing temporary or semi-permanent structures on the sites that are readily available deserves serious consideration. It may be pointed out that in England and Scotland, some educational authorities have overcome the difficulty of accommodating extra children in these post-war conditions by resorting to the erection of 'hutments' and temporary structures. In the City of Bombay itself, instances of such temporary structures for school purposes on a fairly large scale either owned or rented by private managements are not wanting, and the accommodation in these structures is fairly hygienic and adequate. Such structures, therefore, can be conveniently and economically raised without delay in order to improve the conditions of school accommodation now obtaining in some of the hired school buildings and also to relieve the acute shortage of accommodation in some places.

30G. (4) One of the surest ways of securing Municipal owned school buildings particularly in the congested parts of the City is to acquire some of the private buildings which are at present hired for school purposes by the Municipality. As the rents of the buildings are fixed by a legal provision at pre-war rates, it may be safely presumed, legal acquisition by the Municipality of these buildings may not involve prohibitive cost. Of course, it will be necessary to greatly overhaul these buildings and even to make considerable structural alterations to suit the school requirements. In certain localities it would be impossible now to get vacant plots and this is, therefore, the only method by which the Municipality can have their own school buildings in future at a comparatively lower cost than it would be in the case of new constructions. It must be admitted that such type of buildings even after the rough overhauling may not provide ideal school conditions which are possible in specially constructed school buildings, yet there is bound to be a vast improvement in school accommodation if the suggestion made is given effect to,

30H. (5) It has been already mentioned that owing to the impossibility of hiring new accommodation, the Schools Committee has been, for some time past, holding some school classes by double sessions. This has resulted in substantial economy in the rent bill, for, the same room is now used for double the number of children previously accommodated in the room. This system of accommodation does now cover nearly 50 per cent of the attending number and it is likely that the percentage may still go higher as more children are brought in. While this arrangement lasts, and it is probable that it may have to be continued for a pretty long time, a Municipal school building, if constructed for the accommodation of a thousand children on a single session basis will accommodate roughly two thousand under a double session basis. Indirectly, therefore, the building cost per pupil will be half of what it would be otherwise. Any programme of building construction to be undertaken hereafter, while the double session system lasts, will certainly not be prohibitive even in these days if the building cost per child is taken to be the criterion as it ought to be. Ultimately from a practical point of view, in the cost of one building, it will be possible to provide for children who would have otherwise required two buildings of like size. Holding schools by double session as is being done at present in Municipal schools on a fairly large scale has been forced on the school authorities by circumstances which are beyond control. It is impossible to get even a single room on hire in the City at present and the growing number of children could be absorbed only by a double session system. Otherwise these children would have to be refused admission for want of accommodation. Circumstances point out that for some years more, this practice will have not only to be kept up, but it will have to be substantially extended. Not a few people are of opinion that this double session system should be got rid of at the earliest opportunity for they believe that it is educationally unsound. This view is mostly due to the fact that we have been accustomed to a single session school system for all these years and human nature shows its dislike to anything new that may go counter to what it is normally accustomed. Systems have to be changed and in fact they are changed or modified everywhere, according to the requirements of circumstances that may arise from time to time. The abnormal rise in the cost of buildings must bring in its wake a more economical use of the available buildings. This principle applies to all kinds of buildings whether for school use or for residential and other purposes. An economic use of a school building is only

possible if it is used for teaching from morning till evening and even at night, if necessary. To keep it vacant for a part of the day without use is to use it uneconomically. School buildings in Bombay were kept without use for a part of the day because the number of children required to be accommodated in them allowed that practice. The rush of children coupled with shortage of accommodation has necessitated a wider use of the buildings. There is nothing unnatural or unsound in this arrangement. A great many secondary schools in the City are now following the double session system and thus accommodating a far larger number than what they did before. The conditions of Bombay as they prevail to-day and are likely to prevail for a long time to come, will necessitate the holding of schools by double sessions to accommodate the increased number of children in the City. Any programme, therefore, for the construction of school buildings by the Municipality, if it is based on the calculation of a double session accommodation, will be perfectly justifiable. In no way can the Municipality be said to have gone against any educational principle or practice thereby.

30I. (6) It is not possible to give to the Corporation approximately correct idea of their liabilities towards the construction of new Municipal school buildings so as to accommodate *all* children in buildings owned by the Corporation. The question of building cost per child under the prevailing conditions in the City is uncertain and not easily amenable to calculation. The Municipal Commissioner in a draft of a representation to be sent to Government early in 1942 (*Vide* proceedings of the Law, Revenue and General Purposes Committee, dated the 5th February 1942) put down Rs. 350 as building cost per pupil in the City *excluding the cost of site*. The present rate may be much higher which only an expert can approximately guess. An idea of the number of pupils to be accommodated in buildings required to be constructed by the Corporation may roughly be given. Out of the 1,21,000 children that attend Municipal schools to-day, about 18,000 are accommodated in Municipal owned buildings and the rest, 1,03,000 in hired buildings. The probable number of children of school-going age in the City that are yet to be brought to school under the scheme of compulsion is already dealt with in Chapter IV, para. 6 and it has been stated that it may reach to nearly a lac. If this estimate is even approximately true, the total number of children to be accommodated in Municipal schools may reach to two lacs. On a double

a lead in this most important nation building department, so that other municipalities might emulate its good example and thus a small beginning may be made by organised and concerted efforts to solve this vital problem of liquidating illiteracy in the Country."

The Schools Committee under their Resolution No. 846 of 23-1-1936 requested the Corporation to allot a special grant of Rs. 5,000 to the scheme of adult education proposed by the then Mayor of Bombay. In their letter of 15th February 1936 to the Corporation, the Schools Committee observe:—

"The Schools Committee, therefore, appeal to the Corporation that they will be pleased to allot a sum of Rs. 5,000 as a special grant for this purpose as recommended and to allow the Schools Committee to disburse it as an aid towards this important experiment in the field of Adult Instruction, the necessity of which, in this City, is as great as that of the education of school-going children."

The Corporation under their Resolution No.971 of 9th March 1936 sanctioned a special grant of Rs. 5,000 for the purpose of giving aid towards the maintenance of literacy classes to be started under the scheme of adult education.

4. Soon after, an association called the Bombay City Literacy Association was brought into existence with the late Mr. K. F. Nariman as its Chairman, the Chairman, Schools Committee as its Vice Chairman and the Secretary, Schools Committee, as its Secretary and Treasurer. The Association carried on the work of adult education from August 1936 to March 1939, i.e., for a period of about three years. The number of classes at the end of the period was 42 with about 1,200 adults attending them. During the period of about three years, the total number of adults who availed themselves of the instruction was about 4,000. The classes were held in the Municipal school buildings and the Municipal teachers were mainly responsible for imparting instruction in the classes on a very small remuneration. The supervising staff of the Schools Committee also supervised the classes in an honorary capacity. Besides, the yearly contribution of Rs. 5,000 from the Corporation, the association received liberal donations from several charitably minded individuals and institutions. The Bombay Government were also pleased to pay a substantial grant. Realising that the efforts of the Bombay City Literacy Association in the field of adult education were too

inadequate to cope with the magnitude of the problem, the Secretary, Schools Committee, submitted to the Schools Committee a comprehensive memorandum on the subject urging upon the Corporation to undertake, with the help of the Government, the responsibility of running an organisation on permanent basis to carry on adult education in the City on a large scale. The Schools Committee approved of this memorandum under their Resolution No. 47 of 26th April 1939 and submitted it to the Corporation for their consideration. The Corporation under their Resolution No. 311 of 28th July 1939 recorded the matter in view of the Government's decision appointing the Bombay (City) Adult Education Committee to carry on the adult education work in the City. The Bombay City Literacy Association was, therefore, wound up in the middle of 1939. The classes together with the cash balance in the hands of the Association were handed over to the new organisation appointed by Government for the same purpose.

5. The origin of this new committee called the Bombay City Adult Education Committee is interesting and instructive. Under the joint auspices of the Bombay Adult Education Committee and the Social Service League, Bombay, a committee called 'The Bombay Literacy Campaign Committee' was formed to carry on an extensive propaganda in the City to awaken interest in the public for the removal of illiteracy. This committee which was able to secure the voluntary services of more than a thousand men and women conducted about 500 classes with about 10,000 adults under instruction during the month of May 1939. As the campaign was meant to be of a short duration, the adult classes were about to be closed; but the Government of Bombay who were watching the progress of the campaign from the beginning with sympathy and active co-operation, stepped in and took over the management of these 500 classes with a view to continuing them till the adults under instruction could be made literate. The then Prime Minister and the Minister of Education, the Hon'ble Mr. B. G. Kher, who took a very keen interest in the experiment was determined to put on permanent basis the organisation of the adult classes and, as a result, the Bombay City Adult Education Committee was brought into existence by the Government of Bombay, under G. R. No. 6943 of 18th July 1939 with the sole object of carrying on the adult education activities in the City.

6. The Bombay City Adult Education Committee consists of about 25 members. Amongst them there are representatives of the

Bombay Corporation and its Schools Committee, of the Government Educational and Labour Departments, of Heads of Secondary Schools in Bombay and of members of the public specially selected for their interest in the cause of adult education. The Hon. Mr. B. G. Kher was the first President of the Committee and he continued to hold that office during the initial years of the committee. The Hon. Mr. M. M. Pakvasa (now His Excellency the Governor of C. P. and Berar) succeeded the Hon. Mr. B. G. Kher as its President. The present President of the Committee is the Hon. Mr. Gulzari Lal Nanda, Minister for Labour, Bombay. Under the guidance of such distinguished Presidents and the direction of its enthusiastic Secretary, Mr. K. T. Mantri, the Committee was able to do substantial work in the field of adult education in the City during the last nine years.

7. As for the services rendered by the Committee in the field of adult education of the City during the first eight years, the following extract from the Committee's report for the year 1946-47 will be found instructive :—

“ Over 1,20,000 made literate in eight years—

The Committee completed eight years of its existence and it will be interesting to take a brief retrospect of its achievements. It will be seen that as a result of the Committee's organised drive during the past eight years, nearly 1,21,000 adults were made literate at an aggregate cost of nearly Rs.7,06,000 in round figures. This works out to a per capita cost of Rs.5-13-0. Out of the total literates, 98,000 were men and 23,000 were women. The number trained in the Committee's classes was nearly 1,15,000 and in private classes nearly 6,000.”

Note.—In the year 1947-48, it is reported that about 20,000 more adults were made literate.

“ 74,000 others also benefit—

It will be also interesting to note that the Committee enrolled nearly 1,95,000 adults during all these eight years. Out of them, 1,21,000 as mentioned above, *i.e.*, about 60 per cent. could satisfy the literacy test. The remaining 74,000 who might have failed to satisfy the technique of the test, must be also considered to have culturally gained a great deal.”

During the period of eight years the Committee received in all Rs. 7,43,000 from different sources as shown below :—

Government of Bombay	...	Rs. 4,24,000	...	57%
Bombay Municipality	...	81,000	...	11%
Bombay Port Trust	...	28,000	...	4%
Public Contributions	...	2,10,000	...	28%
<hr/>				
Total	...	Rs. 7,43,000	...	100%

Note.—The present annual contribution of the Corporation is Rs. 25,000.

The Committee has its own office with full-time officers and clerks and maintains at present about 750 adult classes with about 20,000 adults under instruction. The Committee has published text books and books for supplementary reading for adults in various languages and conducts a news-sheet called 'Saksharata-Deep.'

8. The most important feature of the Committee's work that deserves special mention here is its 'Ten Year Plan for the liquidation of illiteracy from the adult population of Bombay City' which was published in the year 1946. It was submitted to the Government of Bombay with a view to obtaining their approval and financial support. The Government were pleased to accord their approval to the plan and to agree to pay a grant-in-aid on the basis of 50 per cent. of the expenditure.

A brief sketch of the Ten Year Plan is as follows :—

(1) Basing their calculations on the estimated population of 25,00,000 in 1946 for the City of Bombay, the Committee calculated that there were about 6,65,000 adult illiterates between the ages of 15 and 40.

(2) This number was to be made literate during ten years with an average of 66,000 adults per year to be taught in 1,480 (average) classes per session (of four months). The average number of teachers required was 1,480, of supervisors 148 and of superintendents 30.

(3) The Committee also proposes to maintain an average of 500 Post-Literacy classes per year of the Plan for a period of eight months each, for the new adult literates.

(4) The Committee has also included in its programme activities like the training of teachers, issue of news-sheets, libraries and reading rooms, propaganda, etc.

(5) There is also a programme of Craft-training centres for the adults.

The financial implications of the plan based on the *average annual expenditure* are estimated as follows :—

Office Establishment	...	...	Rs.	35,456
Literacy Classes	...	...	..	3,25,176
Post-Literacy Classes	...	...	..	1,09,750
Miscellaneous	...	...	..	37,000
				<hr/>
	Total	...	Rs	5,07,382
	Plus—Craft-training Centres	...	..	46,000
				<hr/>
	Grand Total	...	Rs	5,53,382
				<hr/>

Note—Although the Ten Year Plan summarised above is drawn with care and thought in all its pertinent details, the average expenditure per year is bound to increase owing to two main causes : (1) the honorarium for a teacher of an adult class which is fixed at Rs 10 per month will have to be substantially increased and (2) the basic figure of 6,60,000 adult illiterates to be made literates in ten years will have also to be appreciably raised in view of the fact that the present population of the City is not less than 27,00,000 as has already been mentioned elsewhere.

9. When the above-mentioned Ten Year Plan was discussed in the Bombay City Adult Education Committee, Mr. S. K. Patil, who is one of the representatives of the Corporation on the Committee, wrote a note on the Plan giving his own views regarding the machinery to work out the Plan and its financial aspects. The note is quoted in full below as it directly relates to the part which, in Mr. Patil's opinion, the Bombay Municipality ought to play in the task of removing illiteracy from the City's adult population.

Mr. S. K. Patil's Note.

A note on the Ten Year Plan to liquidate illiteracy in the City of Bombay.

"I have signed the report on the Ten Year Plan because I agree with my colleagues to the general scheme of the Plan. It

is now admitted on all hands that if adult illiteracy is to go from this City, we have to increase the pace of our progress. From this standpoint this Plan is unexceptionable."

"The most important and vital question, however, is what is the machinery which is to implement this big plan for a period of ten years at such a heavy cost? I humbly submit that the present machinery of a special committee such as ours is wholly inadequate for a task like this. The Committee meets at long intervals and with the best of will in the world it is not possible for its busy members to give their undivided attention to this question. The inevitable result is that only the Special Literacy Officer and his staff have to manage everything. This, in my opinion, is not the proper type of arrangement for successfully implementing a scheme of this vast proportions."

"I, therefore, suggest that in the City of Bombay, the task of implementing the scheme ought to be left to the Municipal Corporation which has got a large machinery of its own for undertaking this responsibility. The Corporation spends upwards of 60 lakhs of Rupees annually on primary education of about 1,50,000 children. It has now been recognised by the Corporation that its scheme of free and compulsory primary education in the City can never be a complete success so long as adult illiteracy persists in the City. The Corporation, therefore, naturally regards primary education and adult literacy as twin problems which must be tackled together. The Corporation is as much anxious as Government to solve this problem."

"Even now our special Committee has got to depend upon the Corporation for many of its vital requirements such as premises for holding classes, teachers, etc. The question of securing adequate teachers for running over a thousand regular classes is going to be increasingly difficult without the willing assistance of Municipal primary teachers. The allowance of Rs. 10 which we pay at present to a teacher is not a temptation in any sense. I am afraid the task of carrying out this new Plan is going to be very difficult to our Committee."

"The Government can make a lump grant of about Rs. 2½ lakhs a year to the Corporation ear-marked for this special purpose. This is on the assumption that the plan is going to cost Rs. 5 lakhs annually. In my view, the cost is going to be higher since the

teachers' participation in the plan must be made a little more tempting proposition. The Corporation can supplement the balance and work the Plan. If necessary, the Corporation can appoint an expert Advisory Committee to which Government can nominate its representatives. Once the principle is accepted, the details can be worked out by Government and the Corporation by mutual consent. The Corporation can prepare a scheme where the co-operation of thousands of its primary teachers can be made available for the success of this ten-year Plan. With the immediate prospect of greater Bombay, the plan is going to cost much more than we imagine and this is an additional argument in support of my suggestion."

—(Printed in the Ten Year Plan, published by the Bombay City Adult Education Committee, pages 12 and 13).

10. In the foregoing pages, a brief history of Adult Education in the City has been traced from the year 1935 to the present time. A short account of the Ten Year Plan of the Bombay City Adult Education Committee is also given so as to give an idea of the scope and extent of the problem as it is envisaged by the Committee in its plan. It is now necessary to discuss whether the Corporation should shoulder greater responsibility in the field of adult education in the City and, if so, on what lines.

Importance of Adult Education.

11. Before, however, discussing this issue, it would be necessary to understand the supreme importance of removing illiteracy from the adult population of the City in as few years as possible, if the general educational level of the masses is to be raised to a satisfactory standard. It is also necessary to realise that adult education and primary education of children are intimately related and that one cannot thrive without the help of the other. The Corporation has so far devoted their attention to the primary education of children on a fairly extensive scale by making it compulsory throughout the City for which they will be spending nearly a crore of rupees in the near future. For adult education, however, they are contributing annually a sum of twenty-five thousand rupees to the Bombay City Adult Education Committee, besides lending the free use of some school premises for conducting adult classes. The contribution of the Corporation in the cause of adult education in the City is indeed too small when the importance of this activity to the cause

of mass education in the City is taken into account. The *main* object of primary education, it will be conceded, is to make a child literate. Supposing that a child who completes the fourth year primary course after spending one year in each class becomes literate, the Corporation has to spend at present nearly seventy rupees per year for his instruction, *i.e.*, in all rupees two hundred and eighty for four years. In the case of an adult illiterate, however, at a very liberal estimate, the cost to make him literate through a year's course of literacy and post-literacy instruction will come to about rupees fifteen in all. [From the point of view of economy in time, the method of attacking illiteracy in the City by adult instruction is four times efficacious, while from the financial point of view it pays nearly twenty-fold.] Apart from the considerations of time and money as stated above, there is one important aspect of the question which must receive special attention. A child begins his education at the age of, say, six years and with regular attendance and application, he will be rendered literate by the time he is 10. But he will have to wait for another ten years before he will be able to take an active part in the civic life of the City. A literate adult, however, will immediately set about contributing his quota to the civic life of the City. This consideration alone ought to convince the Corporation of the need of taking a leading part in any movement meant for removal of illiteracy from the adult population of the City. There is one more consideration which may be of help in realising the importance of adult education in a city where the bulk of the masses is illiterate. An instructed adult is a great asset not only in every walk of civic affairs, but particularly so, in the cause of expansion of education among the children of the masses. He is bound to be a powerful ally of the administration which looks after the education of children, rendering its difficult task easy and effective. Uninstructed, he will exercise a formidable drag bringing disappointment and a sense of defeat in those who may try to strive for his betterment.

12. In spite of the great concern shown by the Corporation in extending the facilities of primary education to the child population of the City at a fairly high cost, it has to be noted that the percentage of literacy has remained at a comparatively lower figure than that of Madras. [In 1931, the literacy percentage of Bombay and Madras was 24 and 31, respectively.] In 1941, the figures were 42 and 50, respectively.] The main reason for this lower figure of literacy in the City of Bombay is the migratory or floating nature of a greater part of the adult population of the City which phenomena does not exist to that extent in Madras. Children who become

literate through schools do not all stay in the City permanently and thus do not add substantially to its literacy percentage. The adult population which mostly comes from outside and which is mostly illiterate keeps the percentage of literacy lower. The only effective way to speed up the percentage of literacy in the City is to take up seriously the instruction of illiterate adults through an extensive programme of adult education. Again, the adult education work will have to be carried on from year to year just like the work of instruction of children in schools, for the adult population is the most floating part of the population of the City. The adults come to Bombay, stay for a time and go home, others replacing them. After some time, they come back and this process goes on from year to year. Merely to take up such adults for a year or so for making them literate will not be of lasting advantage. The process will have to be continued unabated for several years to come, until the adult population of the whole province attains a stage of literacy comparable to that of the City. This indeed is a sad picture, but the facts must be faced if the City wants to achieve a high level of literacy. The brighter side of the picture, however, is, if Bombay succeeds in raising the level of literacy of its population, it will be directly adding considerably to the literacy of the Province. The peculiar composition of the City's population, therefore, demands that equal attention and care must be given to the twin problems of primary and adult education and they must be tackled *together* if the level of education of the masses in the City is to be raised substantially in the near future.)

The Bombay City Adult Education Committee.

Grant from the Corporation.

13. The Bombay City Adult Education Committee has been doing the work of spreading adult literacy in the City for the last nine years under the auspices of the Bombay Government which has promised to meet half of the cost of the Ten Year Programme mentioned above, which will, according to the Plan, come to above 2½ lakhs of rupees a year. For the other half of the cost, the Committee shall have to depend on contribution from the Municipality, Port Trust and public donations and subscriptions. The inherent disability of this Ten Year Plan is the hope cherished therein that the remaining half of the expenditure is to be obtained from other sources. In the present state of things, this cherished hope will

hardly be realised and it is not improbable that the Committee will have to struggle for greater and greater percentage of aid from Government and if that aid be not forthcoming, the scope of the plan will have to be substantially curtailed. Thus the expected goal of the removal of illiteracy from the adult population of the City will not be realised as visualised in the Plan. In fact, to put the problem very frankly, if the Government is prepared to meet a very large per cent of the cost of the Ten Year Plan, then and then alone, the Plan will have a chance of attaining substantial measure of success. If Government is prepared to foot the greater part of the cost of the Plan, the Corporation may help the Committee to achieve its object by contributing more liberally so that the Committee would be saved from depending upon the uncertain source of income, viz., public contributions. In fact, the Committee's hands will be strengthened, if the Government and the Corporation decide between themselves to make the total annual expenditure of the Plan, leaving the public contribution out of the annual budget in order to give stability to the financial position of the Committee. This is the only course to be followed if the present semi-Government agency of the Bombay City Adult Education Committee is to continue its useful work of the Ten Year Plan basis.

Adult Education: A joint concern of Corporation and Government.

14. For the successful execution of a long-range plan for the removal of illiteracy from the adult population of the City, both the Government and the Municipality must carry it on as a joint venture not only so far as its finances are concerned but even in its administration also. The Bombay City Adult Education Committee, as it is at present constituted, may be considered to be either a private body or at the most a semi-government body without any permanent source of income except the Government grant. Its administration, therefore, cannot be considered to have that continuity or permanency which a Government or a Municipal institution is expected to have. A very large part of the employees of the Bombay City Adult Education Committee consisting of superintendents, supervisors and teachers of adult classes is recruited on part-time basis with monthly allowances. They may come and they may go when they like. This feature of the Committee's administration will remain so in future so long as the employees' main source of monthly income is derived from a different authority. In the very nature of things, therefore, they cannot be expected to be effectively amenable to discipline and as a consequence, it may be difficult to maintain the

desired standard of efficiency in their work. The average member of employees, *viz.*, teachers, supervisors and superintendents to be engaged under the Ten Year Plan for the Literacy and Post-literacy classes is about 2,200. To select right type of persons for such large recruitment is difficult, if not impossible. To retain them in service after selection for a pretty long time is much more difficult.

15. The difficulties pointed out above in the present administration of the Bombay City Adult Education Committee may be overcome to a great extent, if the large number of Municipal teachers could be made to take active interest in the work of adult education in the City as a part of their normal duty. This does not mean that recruitment of teachers for adult education classes should be confined to the Municipal teaching staff only. If persons of proper type could be available from outside that body, they should be certainly selected for that work, but the main burden of the movement will have to be borne by the Municipal teachers, most of whom may be expected to be the proper type of persons for such kind of work.

16. If the services of the Municipal teachers are to be availed of on a large scale for adult education work in the City, it would be necessary to transfer the control of the movement of adult education to the Bombay Municipality. It is only then that the Corporation can lay down a service rule that a Municipal teacher, if required, shall work as a teacher of an adult class for a fixed period of years on additional remuneration according to the extra time given by him for such work. As for supervision over these classes, any required number can be recruited from among senior teachers and headmasters on similar conditions. The general supervision and control over the Adult Education classes will be exercised by the Superintendents of respective schools and their subordinate officers under the general guidance of the Secretary, Schools Committee (Education Officer). Of course, it will be necessary to strengthen the administrative staff in order to effectively cope with the additional work by appointing some full time workers. It may be necessary to give suitable allowances to all officers concerned who may be required to devote extra time for the adult education work. Under the proposed arrangement, there will be a perfect linking of the primary and adult education activities under one and the same management.

17. It is understood that owing to the impossibility of getting on hire additional accommodation required for the growing number of children in Municipal schools, some of the schools particularly

on the Marathi side have to be held in two independent shifts. [As a result of this arrangement, teachers engaged in these schools do give less time to actual teaching than those who are attached to schools meeting in single sessions. It is possible to ask such teachers to do the adult education work in the evening or at night with reasonable extra allowance.] The number of such teachers is bound to increase as more and more children are brought under instruction. With suitable adjustments, it will not be difficult at all to get the required number of teachers for adult education work from among the Municipal teachers without causing much inconvenience to them.

18. Most of the adult classes conducted at present by the Bombay City Adult Education Committee are held in Municipal School buildings. Although the Municipal authorities are very sympathetic towards the movement and give all convenience possible to use the school buildings, the fact remains that the teachers of the adult classes are looked upon as outsiders, and as such are held responsible for the proper use of the rooms and equipment. This attitude will vanish if the Municipality itself were to be directly responsible for conducting the adult education classes. If a vigorous and extensive campaign for the removal of adult illiteracy from the City is to be taken up, it will be necessary to make use of almost all the Municipal school buildings in the City. Under these circumstances, it will be of great advantage from several points of view, if the movement were conducted under the Municipal auspices.

19. In the new scheme for the enforcement of compulsion, it has already been proposed to bring into existence 75 District Committees spread over the City assigning definite area for the jurisdiction of each Committee. Each of these Committees will have among its members public-spirited men and women and also heads of schools in each area. Provision is also made for a full time Attendance Inspector for each area whose main duty is to constantly move about and be in direct touch with the residents particularly those belonging to the working classes from whom the majority of adult illiterates will have to be brought under instruction. These 75 organisations, therefore, will be of very great help to arouse public interest in the cause of adult education, not by sporadic efforts but by a continuous propaganda to be carried on not only bringing in non-attending children to schools but also inducing adult illiterates to join adult classes.

20. The Bombay City Adult Education Committee has been collecting on an average a sum of Rs. 50,000 every year from public contribution. It would not be wise to forego such contributions from the public in any future re-organisation of the adult education work in the City. The new organisation will have to continue the present practice of appealing to the public to help the movement by measures like the 'Literacy Week' which has been a special feature of the Bombay City Adult Education Committee's work. Fortunately, adult education work is still associated in the public mind with ideas of charity and benevolence. Full use should, therefore, be made of these sentiments to derive help for the movement. It should, however, be clearly understood that contributions from this source should not form part of the annual budget of the movement. The budget must be necessarily based on the contributions from the Municipal funds and from Government. The money obtained from public contributions should be earmarked annually for providing extra amenities to the adults such as free supply of books and news-sheets for home reading and recreational activities of various sorts. The volume and extent of these amenities will have necessarily to be adjusted according to the amount of public contributions collected from time to time. Expenditure on essential items such as for teachers, supervisors, text books, slates, etc., etc., must be met from the annual budget. It is only thus that the movement may be put on a sound financial basis without allowing it to depend on the uncertain factor of public contributions.

21. Coming to the financial considerations of the movement, it must be at the outset pointed out that owing to the migratory nature of a large part of the adult population of the City as explained previously, the movement cannot be restricted to a fixed number of years such as the Ten Year Plan. Until the country as a whole and particularly the Province of Bombay attains a high level of literacy, illiterate adults will be coming to Bombay every year and adults made literate in the City through the adult classes will leave Bombay in numbers. Although it is possible to envisage a time when efforts for the removal of adult illiteracy in the City will not be required to be carried on, on as extensive a scale as is required at present, the organisation for adult education will have to be kept as a permanent feature of the education system of the City. When illiteracy is removed from the City, adult education movement will have to tackle the problem of further education of the adults—that education which the literate adult seeks for himself or herself

in the civilised community for supplementing an imperfect education and for extending and enriching the possibilities of life.' In countries which have been able to remove illiteracy from the land are, all over the world, maintaining departments for such kind of adult education as a part of their national education system.

22. It has been already made clear that the finances for the adult education movement in the City must come from the Municipality and from Government, for both of them jointly ought to be responsible for removing adult illiteracy from the City particularly when the City's educational level has a direct effect on the raising of the educational level of the adults in the Province. The reason for this inter-relation lies in the migratory nature of the adult population of the City as has been already mentioned. [Although it is not possible to envisage what share of the expenses Government and the Municipality each would finally agree to contribute, it would not be improper to suggest that each of them should agree to bear the cost on a 50 per cent. basis for the adult education programme provided the present 'standstill' arrangement of Government contribution towards primary education in the City is revised and it is made to depend on a fixed percentage of the progressively rising Municipal expenditure on primary education.] If such a happy settlement of the question of Government grant on primary education does not materialise in the near future, the Municipality may reasonably expect a higher contribution from Government for an extensive programme of adult education which is not included in their statutory obligation at present.]

Legal aspects of Adult Education.

23. It is necessary to examine the legal aspect of the proposal recommending that the Municipality should directly undertake the adult education activity in the City in order to put it on more extensive and sounder basis. Neither the Education Act for the City of Bombay nor the corresponding Act for the Province provides for the inclusion of adult education as a part of the primary education programme. It is, therefore, clear that an "authorised" Municipality cannot spend funds for this purpose out of the funds earmarked for primary education, nor can the Education Committee of such a Municipality legally undertake such an activity. The Bombay Municipal Act, however, under Section 40 appears to confer power

on the Corporation to undertake such an activity. The Section reads as follows:—

“ 40. The Corporation may, for the purpose of giving effect to measures and arrangements in furtherance of secondary education or any branch of technical or other instruction, appoint or join in appointing a Committee as may be determined by any by-law made under section 461, and such committee shall have in relation to the branch of education and the institutions for which it is appointed the like powers and duties as are herein assigned to the schools committee, save as the same may be varied by any by-law made under the said section.”

The words in this section ‘any branch of technical or *other instruction*’ may be construed to include adult education. Whether this interpretation is legally sound or not, it is for the lawyers to decide. If it is so, the Corporation may appoint a special committee as allowed by Section 40 to undertake adult education activity and to earmark every year separate funds for the purpose. The existence of two separate committees with executive powers of their own, one for primary education and another for adult education may not be conducive to the smooth working of the adult education department. The machinery for the working of both the departments being the same, it is obvious that the controlling body of the machinery must be the same; otherwise numerous occasions of conflict are bound to arise in the day-to-day administration of the adult education department. One way to get rid of this difficulty is to constitute the Adult Education Committee of the same Members as those of the Schools Committee (Education Committee). This means that although for legal purposes, the two committees may be different, for practical purposes, the Committee is one and the same. One thing is certain that the committee for primary education, *i.e.* the Schools Committee must be practically the committee in charge of adult education. Then and then alone, the work of adult education will go on smoothly and effectively. Another way to secure this object is to get a small ‘Adult Education Act for the City of Bombay’ passed empowering the Education Committee (Schools Committee) to undertake the responsibility of such education and to maintain a separate fund for the same.

24. In Chapter III of this report, recommendation is made that, for various reasons mentioned therein, the better way to manage the Schools Department is to transfer its control to the Municipal Commissioner and to keep the Education Committee as an advisory body. If this recommendation be accepted, then it is possible to have a separate advisory committee for adult education without bringing it in conflict with the advisory Committee for primary education. This could be done either under Section 40 of the Municipal Act, or if that be found not legally possible, by a small 'Adult Education Act for the City of Bombay' as a supplementary Act. In this arrangement, the administrative and executive powers for both the primary education and the adult education departments being vested in one and the same authority, *viz.*, the Municipal Commissioner, the occasions for conflict will be almost nil, and both the departments could be administered smoothly and efficiently.

25. If the Municipal Commissioner is to be the executive head of both the departments, the formation of a separate advisory committee for adult education is desirable. The nature of adult education being more social than academic, it would be better to compose this committee on a basis different from that on which an education committee is composed. Social workers, persons engaged in the actual work of labour welfare in the City, employers of labour, philanthropists and educationists (particularly representing secondary and collegiate education) should be members of such a committee. The Corporation and the Schools Committee will have their own representatives in suitable strength on this committee. It is also desirable to give representation to Government on this Committee as a substantial part of the expenditure is to be borne by them.

26. The main function of this advisory committee for adult education will be to advise the executive on questions involving principles and policy regarding curriculum, time, methods, tests, inspection, programme of expansion, experiments, research, etc. The committee will devise means and methods to establish helpful contact with the employers of labour with a view to securing their sympathy and, if possible, monetary assistance. It will also assist in collecting funds for giving various kinds of amenities to the adult students as mentioned above. The committee will also enlist, as necessary, active co-operation of right type of persons for the actual teaching and supervising work and assist in the various kinds

of propoganda work undertaken or carried on to induce illiterate adults to take advantages of the adult classes.

27. It must be admitted that the Bombay City Adult Education Committee appointed by Government to carry on adult education activity in the City of Bombay has been doing very substantial work for the last nine years. More than a lakh and a half of adult illiterates in the City have been made literate through their efforts and in future they will bring still larger number of adults under instruction under their Ten Year Plan. The Government of Bombay and particularly the Prime Minister, who is extremely keen on pushing this movement to success, will not fail to supply adequate funds to carry on the adult education work with vigour. The Committee has naturally to depend mainly on Government contribution as the Municipal contribution is small and contributions from the public are uncertain. If in future a situation arises when the demand on Government funds become abnormally heavy and if the Government for some reason or other are not able to meet the demand in full, the committee will have to curtail their activities to some extent and the goal of removing adult illiteracy from the City within the prescribed period of ten years may not be realised. It is understood that for various reasons, the Committee has not been able even now to follow the Plan to the full so far as the number of adult classes is concerned and it may not be able to follow it further with the expected speed. These considerations have been mainly responsible in suggesting the alternative, *viz.*, the movement should be conducted and controlled by the Municipality with liberal contribution from Government, for, a strong and extensive movement of adult education in the City is an absolute necessity if the literacy standard of the masses in the City is to reach a satisfactory level in the near future.

28. Although it is strongly felt that the Municipality ought to take a greater and more active part in the adult education movement in the City, the subject of Adult Education would not have been dealt with in this Report if 'Adult Education' had not been one of the subjects of reference. The fact that the subject of 'Adult Education' has been included in the reference clearly shows that the Corporation are anxious to know how far and in what manner they should take part in the activity. The fact further shows that the

Corporation regard 'primary education and adult literacy as twin problems which must be tackled together.'

Note.—The question of Adult Education for the removal of illiteracy from the City has been thoroughly discussed with reference to principles and statistics in the following two notes:—

(1) 'Towards Literate Bombay'—(1939) by Mr. Dinkar Desai, Member, Servants of India Society,

and

(2) A note on Adult Education and Literacy in the City of Bombay, prepared by the Secretary, Schools Committee, Bombay (1939) as printed at pages 116-132 in the proceedings of the Bombay Municipal Schools Committee of 26th April 1939.

CHAPTER VII.

Pre-School Education.

Meaning of Pre-School Education.

1. Pre-School Education is commonly understood to mean education of children before they reach the age of admission to primary schools. As six plus has been now fixed as the minimum age of admission to Municipal primary schools, pre-school education, so far as the City of Bombay is concerned, means education of children upto the age of six complete. The lower limit of pre-school education is generally taken to be three plus although two plus is not altogether banned. 'The Post-War Educational Development in India,' Report by the Central Advisory Board of Education, popularly known as the Sargent Committee Report, also favours this age limit, i.e., 3 to 6 for 'Pre-primary education stage' (page 15 of the Report).

Aim of Pre-School Education.

2. As observed in the Sargent Committee Report (page 15), the main object of education at this stage is to give young children social experience rather than formal instruction. To express the aim more clearly, the following quotation from the London Educational Service (1927), page 81, will be instructive:—

“The main aim of the nursery school is to cultivate good habits, to secure cleanliness of person, good manners at table, clearness and correctness of speech, kindness and consideration for others. It further tries to foster a love of wholesome food and healthy exercise, and to induce an alert and receptive attitude of mind towards the world of people and of things. It is more of a home than a school—a preparation for school rather than a school itself. And any instruction in reading and counting that goes on is regarded as quite subsidiary to the main aim of the school and is in some schools omitted altogether.”

Such schools for young children are generally known by various names as Kindergarten, Nursery, Montessori, etc., schools or classe and they are expected to be 'bright and happy little communities

equipped with furniture specially designed for tiny children and also with many toys for sensible play.' The teachers in charge of these classes or schools are women specially trained for their work.

3. If pre-school education is to be provided to young children in Bombay keeping in view the aim of such education and the special requirements of housing and equipping schools for them, the cost per child will in the long run be more than what it will be for a child in the primary school stage. The number of such children of 3 to 6 age is estimated to be 75 per cent. of the number of regular school age (6 to 11) children. The number however to be provided for under the Pre-School Education System will ultimately depend upon the minimum age of admission of a child to a primary school under Compulsory Education Scheme. In this connection a short history of the lower age limit for admission of children in Municipal schools will be interesting.

4. Prior to 1941, it was the practice to admit children to Municipal schools whose age was five years complete, although children of slightly lesser age were not denied admission. In the year 1941, the Corporation under their Resolution No. 1102, of 31st January 1941, expressed an opinion that an age limit, viz., completion of six years be laid down for admission of pupils to Municipal schools, as one of the measures for effecting retrenchment in the expenditure of the Schools Committee. The Schools Committee under Resolution No. 1381 of 26th March 1941, adopted the proposed age-limit and informed the schools accordingly. The Primary Teachers' Association, however, represented that the age-limit for admission of children to Municipal schools be reduced 'from six years complete to five years complete as before' (*Vide* papers underlying Schools Committee's Resolution No. 1664 of 10th March 1942). The Schools Committee under their Resolution No. 550 of 5th August 1942, decided to approach the Corporation for lowering minimum age-limit as required by the Teachers' Association. The Corporation under their Resolution No. 533 of 17th September 1942, approved of the change. This age-limit of 5 complete was in force in Municipal schools till the new four years' curriculum approved by Government was introduced in June 1948. At the suggestion of the Secretary, Schools Committee, the Committee fixed the minimum age limit of admission at six complete under Resolution No. 1591 of 17th March 1948.

5. If the Pre-School Institutions are to be started by the Municipality on a large or small scale, the lower age limit for admission to a primary school will have to be fixed after careful consideration, so that it may not be changed from time to time. This lower age limit is obviously to be the upper age limit for Pre-School Education. Hence changing of age limits must be avoided to give stability to the courses of instruction and numbers to be provided for in the Primary and Pre-School Institutions.

Comparative Value of Pre-School Education.

6. The desirability of opening Institutions for Pre-School Education for children of 3 to 6 years and even for children below 3 in the form of what are called *creches* cannot be questioned by those who have the good of the children at heart. The question, however, to be considered is whether a school authority should venture on such a programme before completing the programme of compulsory primary education of children above the age of six. The answer to this question will depend upon the attitude of the education authority regarding the comparative value of both the types of education, primary and pre-school. One educational authority may consider it proper to carry on Pre-primary institutions without waiting for the completion of the compulsory education programme. Another authority may think it improper to do so. The Corporation, therefore, have to decide this question on its own merits. As Pre-School Education programme in its various forms has come to the forefront in recent years in advanced countries of the West, it is but natural that we in India may be inclined to have such programme also. The desire is natural and laudable. We should however know at what stage of their educational advancement those countries took up seriously such programmes of pre-school education. This will help us to evaluate properly the place of pre-school education in our educational system. With a view to giving an idea as to when and with what speed pre-school education was introduced and extended in the advanced countries, the typical case of England is cited below.

Pre-School Education in England.

7. Prior to 1918, the educational system in England did not take official cognizance of what may be broadly called pre-school education. 'The Education Act 1918 permitted local education

authorities to establish and maintain *creches* or day nurseries in which infants might be received from one month old and kept until they are three years or more, and Nursery Schools for children between the age of two and five years, out of local rates, half the cost being borne by grants from the Board of Education ' (Studies in Comparative Education : Kandel, 1933, Page 369).

8. The most important point to be noted in this connection is that the Government in England contributes half the cost of pre-school education undertaken by the local education authorities, which also give grants to private agencies in this field. The growth of such institutions maintained by local education authorities seems to have been very slow. In London, for instance, in the year 1929, there was only one London County Council Nursery School with about 100 children on rolls, while there were nine others conducted by private agencies with about 500 children on rolls. In 1937, the total number of such schools, both Council and private, rose to nineteen with about 1,000 pupils in attendance. The following quotation from the Year Book of Education, London, 1932-33, pages 132-33, will give an idea of the ' Official position of Nursery Schools ' in England and Scotland in 1931 :—

“ The Education Act of 1918 contained provision for the creation of Nursery Schools and the development of Nursery classes, but owing to the necessity of retrenchment, little was done at the time, and, indeed, it is only within the last few years that the education authorities have taken the matter seriously in hand. There are now 44 Nursery schools in England recognised by the Board of Education and 11 private Nursery school; Scotland has 18 schools and one is shortly to be opened in Wales. These schools make provision for little over 1,400 children, but the President of the Board of Education stated in July 1931 that plans for 35 more had then been approved or were under consideration and that a further 35 were proposed within the next two years, after which there would be a total of 3,300 Nursery School places in England and Wales.”

9. From the information given above regarding the official position of ' Nursery schools ' in England and Wales, the following two facts stand out prominently :—

Firstly, till 1918, the movement for pre-school education had no official or legal status in the national educational system. In the year 1902, England had completely achieved the programme

of Free and Compulsory Primary Education throughout the country and for sixteen years thereafter, no official programme was launched in favour of pre-school education and even after the movement received official status in 1918, for years thereafter, the movement hardly made any substantial progress. Secondly, it should be noted that the expenditure incurred on such movement by recognised institutions whether conducted by local education authorities or by private agency, received 50 per cent. grant on the expenditure from Government Funds.

What should be the attitude of the Bombay Corporation towards the problem of pre-school education ?

10. The proper course to be followed in this connection would be as follows :—

(1) So long as a large number of school-age children running into several thousands are yet out of school for some reason or other, the responsibility of financing Municipal or aided institutions for pre-school education should not be undertaken.

It has been already pointed out that a large number of children of school going age is unable to attend a primary school because they have to take care of their younger brothers and sisters while the parents are away for work. It would be necessary to make some arrangements in some cases at least for places where those youngsters can be looked after, while the older children are under instruction. Provision of such places of shelter and safety (called Creches) for the youngsters is a legitimate and desirable activity for the implementation of the scheme of compulsion, just like the medical inspection, treatment and milk supply. Such a measure should not be considered to be a part of pre-school education programme. It is a part and parcel of the compulsory education programme.]

(2) After the programme of bringing to school all the children of school-going age is completed and stabilised, a programme of pre-school education should be taken up by the Municipality.

(3) Even when the stage mentioned in (2) above is reached, it is a matter of vital consideration whether the Corporation should take up any financial burden on this account without getting a statutory assurance from Government of a substantial grant-in-aid as was the case in England.

11. Incidentally it may be mentioned that the Corporation in its enthusiasm to provide better amenities to children in the City in regard to their education and physical well-being, have undertaken measures such as compulsory primary education, medical inspection and treatment and supply of milk without getting legal or statutory assurance from the Provincial Government for substantial aid. It is more or less a single-handed enterprise and has hardly any parallel in any of the advanced countries of the World. In England for instance, it has been an invariable practice at least from 1918 that every measure directed towards the educational and physical well-being of children has been shared half and half by the local education authorities and by Government. That is why substantial progress has been achieved so far in these fields and a promise of greater progress from year to year is assured to the people. It need not be brought home to the Corporation that there is always a limit which hard financial considerations are bound to impose on their laudable and legitimate enthusiasm for service in the cause of education of the City's children, if the Government of the Country (here the Province) do not find it possible to bear a substantial share of expenditure incurred on such measures.

Present Position of Pre-school Education in the City.

12. It will not be out of place here to give an idea of the extent of pre-school education in the City conducted by private agencies.

In March 1947, there were in the City 20 institutions for pre-primary education variously called as Nursery, Montessori or Pre-primary schools or classes. They had about 1200 pupils on roll and their total expenditure came to about Rs. 91,000 giving roughly per pupil cost of Rs. 76 per year. All these 20 institutions are recognised by the Education Department of Government. Sixteen of them receive grant-in-aid which came to about Rs. 9,000 in total for the year 1947-48. The Government grant works at about 12 per cent. of the total cost incurred by management.

From these facts it appears that if the Bombay Municipality were to run schools or classes of this type, they may get grant from Government to the extent of about 12 per cent. of the expenditure but even for this, a definite assurance will have to be obtained from Government so as to avoid future complications or disappointments.

CHAPTER VIII.

Curriculum for Ordinary and Central Schools.

Historical.

1. Prior to 1900, the curricula for Primary Schools in Bombay and for mofussil schools were, it seems, identical. In the year 1900, Government prepared a new curriculum for primary schools in the Province and it was sent to the Joint Schools Committee in Bombay. This Committee thought that the curriculum for Bombay should be somewhat different and obtained sanction through the Corporation to make certain changes and modifications therein and thus a slightly modified curriculum was adopted for Bombay primary schools in the year 1902.

2. In 1913, Government again revised their Primary Curriculum for the province and the Schools Committee with slight modifications prepared their own curriculum for Bombay primary schools, which is printed in full in Chapter IX, pages 196 to 248 of the Schools Committee's Manual, 1927.

3. In the period 1925 to 1927, the Schools Committee attempted to frame a new syllabus for their primary schools. The curriculum was given a final shape in 1929, but it was not submitted to Government for approval as Government had, by that time, appointed a Committee for the re-organization of Primary and Secondary Courses and for the introduction of vocational training in schools.

4. In February 1930, the matter was again taken up for consideration. Under their Resolution No. 118 of 9th May 1931 (*Vide* pages 56 to 72 of the proceedings of the Schools Committee's Meeting held on that day), the Schools Committee approved of a new syllabus for the Infants and Standards I to IV as a tentative syllabus to be tried as an experiment in the Committee's schools. While the curriculum was under experimental stage, various new issues arose and the consideration of the original issue became complicated. For various reasons, the Committee thought it necessary to reduce the five years' Primary Course to Four Years'. A new curriculum for a four years' Primary Course was prepared and was approved by the Schools Committee along with the revised Five Years' Curriculum which was till then in an experimental stage *Vide* papers underlying Schools Committee's Resolution No. 77

of 1st May 1934 and Resolution No. 832 of 18th December 1934). The revised Five Years' Curriculum finally approved by the Committee under Resolution No. 77 of 1st May 1934 was followed in Municipal Schools till the year 1941 when the Committee decided to introduce the revised Government curriculum for Primary Schools printed and published in 1940. The revised Government Curriculum was introduced in the Infants and Standard I in 1941, and gradually in the Upper Classes [*Vide* Schools Committee's Resolution No. 355 (A) of 11th June 1941].

5. In 1947, the Government of Bombay reduced the course of the Lower Primary Standards from five years to four years, and prepared and published a new syllabus for Standards I to IV under G. R. Education and Industries Department, No. 6174 of 14th May 1947. The Schools Committee, thereupon, decided under their Resolution No. 1591 of 17th March 1948, to adopt the Government curriculum in their schools from the year 1948-49 and accordingly, the new curriculum of four years is in force in Standard I this year and it will gradually be extended to the higher standards upto Standard IV.

6. It has been already mentioned above that the Schools Committee under their Resolution No. 77 of 1st May 1934, resolved to reduce the five years' Primary Course to one of four years' and approved of a new curriculum for such a four years' course. The Corporation was requested by the Committee to approach Government to give their sanction to this syllabus, that is, the new four years' lower primary course. The Corporation under their Resolution No. 756, dated the 11th February 1935, decided to approach Government accordingly. The Government, however, did not think it fit to give their approval to this proposal of reducing the lower primary course from five to four years. Government's reply is printed in full in Corporation proceedings dated the 23rd January 1936, at pages 1509-10. The Corporation once more repeated the request and appealed to Government to give sanction to their proposal. Government said 'no.' (*Vide* Corporation proceedings dated the 21st January 1937, pages 1432 to 1435). The idea of reducing the lower primary course from five years to four in the Municipal schools had to be, therefore, given up owing to Government's obstinate opposition to the same. The main objection raised by the *then* Government of Bombay to the introduction of the four years' lower primary Course was that it would not be in the interest of the Education of the masses and that it would

be a retrograde step. The present Government of Bombay, however, thought it otherwise, and have themselves come forward to reduce the lower primary Course from five to four years in the interest of mass education.

7. From the above account, it is clear that the Schools Committee and the Corporation have been very keen on adjusting the curriculum of the primary schools to the needs of Bombay's children. They have, from time to time, from 1902 onwards, tried to move Government to accord sanction to the changes in the common syllabus of the Province to suit the needs of the City. Bombay Corporation is perhaps the only local educational authority throughout these years which has sought to depart from the common primary school syllabus in the Province. During the period of 27 years (1913-1940), the Education Department of the Government of Bombay hardly gave serious thought to the necessity of revising the common syllabus for primary schools according to the changing needs of the time. Realising this inactivity on the part of the Education Department, the Schools Committee and the Corporation made several efforts to introduce suitable changes in the curriculum for the primary schools. Things, however, have now changed. From 1940 onwards, the Education Department itself has been active in this direction and they have brought forth a revised syllabus, first in 1940 for the first five standrads (Infants to IV) and recently in 1947, syllabus for four standards (Standards I to IV), the Infants Standard having been abolished in the new scheme. It can reasonably be expected that this keenness on the part of the Education Department in the occasional revision of the curriculum at shorter intervals will be kept up in future and the Schools Committee and the Corporation, therefore, can very well adopt the Government curriculum for the Province as revised from time to time. Thus there will be no necessity in future of approaching Government for the approval of a special curriculum for the City's schools.

Curriculum for Primary Standards I to IV.

8. As the Government curriculum for a four years' Primary Course is meant for the whole of the Province as such, obviously a highly industrialised City like Bombay will have to make some adjustments here and there to suit Bombay's conditions. The following are some of the topics which need adjustment and suitable topics will have to replace them.

General Knowledge.*Standard I.*

(iii) Naming and recognition of the principal crops, trees, animals and birds in the neighbourhood.

Standard II.

(7) Village officials and their duties.

Standard III.

A. (1) Life history of the principal crops of the neighbourhood. The time of sowing, germination and harvest. Children should have a general idea of the operation of agriculture from tilling to harvesting and stocking of crops.

(3) Geography of the District with emphasis on taluka.

(8) Taluka and District Administration, Revenue, Police, Judicial and Educational Officers.

B. (a) Reading the Map of the district and the taluka.

There is no need of approaching Government for modifications or alterations with regard to these and other minor topics. An official note from the Education Officer advising the schools to substitute suitable other topics bearing on the needs of the City may be issued from time to time. It may be pointed out here that the four years' primary school curriculum which was sent by the Corporation to Government for their sanction in the year 1935 was no doubt more closely related to the needs of the City than the present curriculum for Standards I to IV prepared by Government, but no useful purpose would be served by proposing any material changes to meet the needs of the Bombay schools. After all, it is not the changes in the topics mentioned in the curriculum that count, but the manner and method of the presentation of the topics to suit the environment are the important factors in teaching. It will be a wise course if literature, showing for the information of the teachers, lines of approach to the topics and subjects in the syllabus is prepared and published by the Committee. Money spent on such literature will be fully compensated by making the teaching in schools more rational and useful.

Curriculum for Standards V to VII of the Primary Course.

9. The curriculum published by Government for the three upper primary standards V, VI and VII has generally been followed in the corresponding standards of the primary schools in the City. This has to be done because the final primary examination which is now called the Primary School Leaving Certificate Examination (the old Vernacular Final Examination) is based upon the syllabus of these three upper primary standards and as that examination is a common one for the whole of the Province including the City of Bombay, the syllabus has to be a common one for the Province as a whole. Upto 1947, the P.S.L.C. examination for boys differed from that for girls, but from 1948 a common examination has been prescribed for boys and girls and it is naturally expected that the syllabus for Standards V, VI and VII for boys and girls will soon be issued by Government in new form wiping out the differences that now exist in the several subjects separately prescribed for boys and girls. The revised syllabus will have to be followed in the Municipal schools in the City as has been the practice in all these years.

10. The New Scheme (1948) for the common P.S.L.C. examination for boys and girls prescribes the following subjects compulsory and optional.

Compulsory.

First Head.—Regional Language and literature.

Second Head.—Mathematics.

Third Head.—History and Geography.

Fourth Head.—Science :—

(a) for Boys—Ordinary schools :—

- (1) Physiology and Hygiene.
- (2) Plant and Animal Study.
- (3) General Science.

(b) for Girls—Ordinary schools :—

- (1) Physiology and Hygiene.
- (2) Domestic Science.

(c) for Agricultural Schools :—

- (1) Physiology and Hygiene.
- (2) Agricultural Science.

(d) for Basic schools :—

- (1) Physiology and Hygiene.
- (2) Plant and Animal Study.
- (3) General Science.

Fifth Head :—

One of the following subjects :—

- (1) Needle work ;
- (2) Drawing ;
- (3) Practical Agriculture ;
- (4) Wood-work ;
- (5) Spinning and Weaving.

Optional.

Sixth Head :—

One of the following :—

- (1) An additional language :—

The local language or Hindustani.

- (2) Music ;
- (3) Paper and Cardboard Modelling and Cane-work ;
- (4) Tailoring ; and
- (5) Leather work.

*Seventh Head :—*Compulsory Local language—Muslim candidates having the local language as the medium of instruction in all subjects with Urdu as a compulsory extra language. (This is not applicable to Bombay primary schools as the schools teaching upto Standard VII have Urdu as medium of instruction).

11. The purpose of giving the new P.S.L.C. Scheme for a common examination for boys and girls with the details of compulsory and optional subjects prescribed, is to see whether any correlation could be established between this scheme and the present scheme of Municipal Central Schools. But before this could be done, it would be necessary to give a short account of the origin and development of the Municipal Central schools and the vocational subjects taught in them.

Central schools.

12. It was in October 1923 that Mr. M. S. Patil, a citizen, requested the Corporation to establish a technical school in the City

to give practical instruction through the *vernaculars* to operatives in Mills who would, as a result of such training undertaken in the institution, be better fitted to serve themselves and the industry. The Secretary, Schools Committee, Bombay, while considering the proposal of Mr. M. S. Patil, forwarded by the Corporation to the Schools Committee under their Resolution No. 6282 of 8th October 1923 suggested that the Corporation might, if they liked, open what may be called Craft Schools, where training might be given to pupils under a two years' course in the vernacular spoken by the majority of the pupils in the following crafts :—

- (1) Spinning and Weaving and Hosiery,
- (2) Carpentry and Cane-work,
- (3) Pottery, Wall-painting and Decoration,
- (4) Smithy and Metal work and Enameling, and
- (5) Tailoring, Embroidery, Lace work, Cup making etc.

He also suggested that training in repairing watches, clocks, sewing machines, musical instruments, typewriters, cycles, etc., be also given on such a scale as found suitable. Admission should be open to pupils who might have passed the VII primary or Anglo Vernacular Standard III. He was of the opinion that the Corporation should take the lead and initiative in the matter. The Schools Committee favourably endorsed the opinion of the Secretary, Schools Committee, under their Resolution No. 175 of 20th November 1923 and the Corporation were requested to consider the scheme on its own merits. The idea did not take any shape when the Corporation decided not to undertake such a liability, but they showed willingness to render aid to an institution of the kind, if conducted by a private agency.

13. The Corporation, however, took up the matter a little later under instructions from Government. Under their Resolution No. 8176 of 13th November 1924, they desired the Schools Committee to give their opinion on the suggestions made by Government under their letters Nos. 2377 F of 1st and 25th September 1924, to consider the desirability of imparting a more practical and industrial bias to primary education. The Schools Committee, who considered fully the suggestions made by Government in their letters referred to above, resolved (*Vide* Resolution No. 328 of 20th February 1925) that they would like to make a beginning of giving industrial bias to primary education in the City, and informed the Corporation accordingly. Government addressed another letter, dated the 1st

February 1926, to the President of the Corporation with reference to the same matter—"desirability of imparting a more practical and industrial bias to the primary education." The Secretary, Schools Committee, suggested various crafts that could be introduced in the City primary schools. He proposed industrial bias schemes for the Lower and Upper Primary Classes (*vide* pages 2850 to 2856 of the proceedings of the Corporation, dated the 18th March 1926).

14. It is necessary at this stage to take a short review of what was done by the Bombay Schools Committee in the direction of giving industrial or vocational bias to primary education in their schools from the year 1906 to 1926. A small beginning was made in the year 1906 to give training to pupils in the Dongri A. V. Marathi Boys' school in Carpentry, Paper Sloyd and Drawing. In the following year, a new Centre was opened at the Khetwadi Marathi Boys' School. For about 15 years, there were only 2 centres for the industrial bias activity. In 1922, the Committee introduced the same subjects of training in the Madhavrao Rokde Marathi School. The Bhuleshwar Gujarati Boys' School was added to the list in the year 1925. Thus there were 4 schools upto 1925, catering to industrial bias. In 1926, seven new centres were opened. The total number of centres therefore came to 11. To the three activities of giving training in Carpentry, Paper-sloyd and Drawing, were added Book-binding, Cane-work and Weaving. What is said above goes to show that the Bombay Schools Committee and the Corporation had realised the need of giving industrial bias to primary education as early as 1906. During the years 1927 to 1933, some more crafts were introduced in Municipal schools. They were Tailoring, Printing, Sign-board painting and Clock-repairing. Girls did find interest in Paper-sloyd, Raffiya work, Cooking and other elementary crafts. At the end of the year 1930-31, there were in all 21 Handicraft Centres in 17 Boys' and 4 Girls' schools.

15. With the desire of taking a review of what was done in regard to giving industrial bias to primary education in Municipal Schools in the past and of re-organising, if necessary, the system, the Corporation under their Resolution No. 9698, dated the 9th March 1931 requested the Schools Committee "to report at an early date as to what bias is given to crafts in general in the Committee's schools and if such a bias is given to any crafts, to mention it or them and to what other crafts such a bias can be given." The Schools Committee, under their Resolution No. 35 of 28th April 1931, referred the subject matter of the Corporation Resolution to the Secretary,

Schools Committee, for report. The Secretary, in his Memorandum dated the 4th January 1932, submitted a detailed report dealing with the points raised in the Corporation Resolution and also giving full information on connected matters with several suggestions for modification and improvement of the arrangements then existing for vocational instruction in Municipal Schools. His note outlined the new scheme of "Central Schools." Central Schools, he advocated, were to be of the type established in London in 1911 and which had since then become popular. It was not found desirable, however, to copy the system of Central Schools in London for the purpose of schools in Bombay. A reasonable compromise was arrived at keeping in view the three objects while framing the curriculum and its duration :—

(1) Boys should be able to pass the V.F. (P.S.L.C.) Examination.

(2) They should be able to learn at least one trade or vocation, so that at the end of the course, they may be able to earn a living.

(3) They should learn English with a view (1) to facilitate their joining a High School if they so desire and (2) to enable them to be better and more useful members of a trade or vocation.

15A. The duration of the course was to be four years instead of three, as in the case of ordinary Upper Primary standards. No doubt, it was proposed to increase one year in the school career of a boy, but that was necessary in order to satisfy well the three objectives mentioned above. The Secretary, Schools Committee, submitted his final scheme regarding Central Schools in March 1933. It was accepted with a few modifications by the Schools Committee, under their Resolution No. 108 of 9th May 1933. The Scheme received sanction from Government under Government Resolution No. 2377 of 23rd January 1937.

16. Under the scheme of Central Schools approved by the Committee, there were to be 23 Central Schools. Training was to be given in various crafts, chief of them being Carpentry, Printing, Book-binding, Tailoring, Weaving, Clock-repairing, Signboard painting for Boys and Tailoring, Embroidery and Laundry, etc., for Girls. During the period of 15 years (1933 to 1948) there has been adjustment here and there in the number and location of Central Schools. The present number of such schools is 17 and over 800 pupils avail themselves of the training given in them.

17. The courses for Carpentry and Tailoring which have a range of three years are as prescribed by the Board of Technical and Industrial Training, Bombay. The candidates from Municipal schools appear at the examination held by the Board. The curricula for (1) Printing and Book binding, (2) Clock repairing and (3) Signboard painting is framed by the Municipal Primary Education Department. The curricula for Printing, Book binding and Clock Repairing covers three years' period; that for Sign board painting is fixed for two years.

18. It has been experienced during the period of fifteen years that the three objects underlying the scheme of Central Schools have not been well achieved. Majority of students who join these schools mostly aim at passing the P.S.L.C. Examination and receiving instruction in English at a cost cheaper than what it would be if they were to attend Anglo-Vernacular Schools. Those who join the Central Schools with the principal aim of receiving adequate training in Carpentry and Tailoring find it difficult to cope with the heavy courses, as it is not possible to devote more than 10 clock hours a week to those activities. The total quantity of work to be gone through by the pupils and the teachers appears to be heavier than what could be done within the school periods. The net result has been that few pupils go out as fully qualified carpenters or tailors. Those of them who pass the P.S.L.C. Examination without passing the Final Carpentry or the Tailoring Test, do not, in majority of cases, choose to complete the remaining part of the training. It may be also noted that some of the pupils who join the Central Schools for some immediate convenience, in fact without having given any serious thought to what they do, leave the schools when they get an opportunity to join a secondary school of their choice.

19. The circumstances mentioned above have affected the easy working of the Central Schools during the period of fifteen years. It is now a matter of vital importance to consider whether they should continue to function as per the lines prescribed in the past or should be reorganised, so as to render efficient service to the community. It is clear that the Central Schools should no more function as they have been doing at present, for, the conditions prevailing during the period of 15 years past have materially changed. Government have revised the Lower Primary School Curriculum and have reduced the course from five years to four. It is expected that Government will, in the near future revise the courses for the Upper Primary stage (standards V to VII) leading to Primary

School Leaving Certificate Examination. The Curriculum for the P.S.L.C. Examination, now common for boys and girls, prescribes, among other subjects, Wood-work, Spinning and Weaving, Paper and Cardboard Modelling, Cane-work, Tailoring, Leather work, Music, Additional Language, etc., as either one of the Compulsory or Optional subjects to be taken by candidates. It may be further noted that Government have prescribed syllabuses for training in Wood-work, Paper and Cardboard Modelling, Cane-work, Tailoring and Leather work as *additional subjects for standards V, VI and VII*. This shows that Government are for giving a vocational or industrial bias to primary education or elementary training in crafts, particularly to the pupils in the Upper Primary stage. It is rather too early to judge how far students will be prepared to take over for the purpose of their examination one or more of the vocational (Optional) subjects prescribed ; but boys and girls will be certainly benefited by the training under the new curriculum, given the necessary facilities. One of the aims in the scheme of Central Schools was to impart instruction in English to enable pupils to have fairly adequate knowledge of English required to understand some of the technical terms in reference to the craft they might take up and to enable them to have some ability to understand and speak English. This point does not now require any consideration, inasmuch as teaching of English is abolished from the first stage of the secondary schools also. The mother tongue will be the medium of instruction for all purposes, though it may take some time to have suitable books on the theory and practice of different crafts. From what is said above, it is evident that the present system of the Municipal Central Schools should be re-organised so as to make it conform as far as possible to the vocational courses now prescribed for the P.S.L.C. Examination.

Proposed re-organisation of Central Schools.

Vocational subjects to be taught in the Upper Primary stage.

20. Now that Government have given a definite place to vocational subjects in the curriculum leading to the P.S.L.C. examination (old V.F. test), only such vocational subjects as are prescribed by Government in the syllabus of the P.S.L.C. examination should be retained in what are at present called Central Schools. Out of the several vocational subjects, now taught in the Central schools, the only subject that is prescribed for the P.S.L.C. examination as one

of the optional subjects under Fifth Head, which is compulsory, is Woodwork or Carpentry (para. 10). This subject should therefore be retained.

21. Tailoring is another subject which is at present taught in our Central schools, but in the P.S.L.C. examination syllabus it is included under Sixth Head (para. 10) which is purely optional *i.e.*, a pupil may or may not take it. If he takes it, it will be an additional qualification only. It is not a subject which is necessary for obtaining the P.S.L.C. certificate. As this subject is also taught in our Central schools at present, it would be better if it could be retained in the new scheme but this should be done only if this subject is included under the Fifth Head of optional vocational subjects, one of which is compulsory for the P.S.L.C. examination. Government should be requested, therefore, to allow the inclusion of this subject putting it on a par with Wood-work or Carpentry. If Government sanction this proposal, then and then^v alone the subject of Tailoring should be retained in our Central schools. If they do not agree to this proposal, the subject should be abolished from those schools.

22. Printing and Book-Binding as one subject is also taught at present in some of our centres. This subject also is not included under any of the subject-heads of the P.S.L.C. examination scheme. As it is an important vocational subject, it would be better if we could retain it but this should be done only if Government include this subject also in the Fifth Head, making it one of the optional vocational subjects like Wood-work. Government should therefore be approached to make the necessary adjustment. If, however, they do not accede to the request, the subject, *viz.*, Printing and Book-binding should be abolished from the Central schools.

23. As for the Clock-repairing and the Signboard-painting activities, they are minor vocational subjects not suitable for inclusion in the P.S.L.C. examination course spread over three years. It is, therefore, suggested that the teaching of those subjects should be discontinued as a part of the Upper Primary course.

Spinning and Weaving.

24. This subject is not at present taught in our Central schools, but as it is a subject of great national importance and as it is prescribed as one of the optional subjects under Fifth Head (like Wood-work), it would be highly desirable to develop a new centre or centres for teaching this subject in the Upper Primary standards.

Out of the four subjects proposed to be taught in the Upper Primary classes under the Fifth Head of the P.S.L.C. examination, Tailoring and Spinning and Weaving are the two subjects that should be taught to pupils in both Boys and Girls schools.

The name "Central Schools" to be changed into "Vocational Centres."

25. When the scheme of Central schools for teaching some vocational subjects was introduced in some of the Upper Primary classes in the year 1932-33, the syllabus prescribed by Government for the P.S.L.C. examination, i.e., old V.F. examination did not include any vocational subject. The vocational subjects, were, however, allowed to be taught as additional subjects only. Certain Upper Primary schools were then selected for vocational training and they were called 'Central Schools'. Advantage of the vocational training was confined to the pupils of the Upper Primary standards of those schools only. As the vocational subjects were not included in the subjects for the V.F. examination, pupils from other schools were not expected to come to the Central schools for vocational training. Besides, in such an arrangement, numerous difficulties in adjusting time tables of several schools would have also cropped up. Now that vocational subjects have a definite place in the P.S.L.C. Examination scheme, it is possible and also desirable to admit pupils from other Upper Primary schools to special centres where vocational training is provided. It is, therefore, proposed that such places where vocational training will be given should be called Vocational Centres and not Central Schools indicating thereby that the centres are open for pupils of other schools also and not for the pupils of that school only as at present. The vocational centre will have to be kept independent of the school if the centre is situated in the premises of a particular school.

Attendance of pupils at the Vocational Centres.

26. Those of the pupils who will select one of the Vocational subjects under the Fifth Head of the P.S.L.C. examination will have to leave their own Upper Primary schools and come to the selected Vocational Centre during the time allotted in the time table for the vocational subjects under the Fifth Head. The majority of the pupils is expected to take Drawing or Needle Work as one of their optional subjects under that head. These subjects will be taught in their own schools. For the convenience of pupils selecting one of the Vocational subjects, the following arrangement will have to be

made in the time tables. One half day preferably in the afternoon should be assigned to, say, Drawing or Needle Work in the week. The pupils selecting vocational subjects should leave their school during this half day and repair to the selected vocational centre for instruction. In addition to this half day from the regular school time, it would be necessary for such students to spare at least one more extra half day which must be either in the morning before school time or in the evening after school time or on half or full holidays, like Saturdays and Sundays. This will have to be adjusted according to the accommodation available at each vocational centre and the convenience of pupils concerned.

Fees for instruction in Vocational Subjects.

27. The question of charging fees for instruction in the Vocational subjects mentioned above must receive due consideration as these subjects are to be taught not as distinctly separate vocational subjects but as a part of the syllabus prescribed by Government for the Upper Primary classes which lead to the P.S.L.C. examination. So far, the vocational subjects taught in the Municipal Central Schools are being taught as additional subjects which do not form a part of the prescribed primary course. In the proposed new scheme, however, these subjects have a definite place in the prescribed curriculum for the P.S.L.C. examination and they are as essential as the academic subjects like Language, History, Geography etc. The fees to be charged for instruction in these subjects in the Upper Primary classes should not, therefore, be higher than what may be charged for pupils who do not go in for any of the vocational subjects. The present practice is to charge in the Central schools rupee one per month for receiving instruction in the vocational subjects and annas eight per month are charged in other Upper Primary Boys' Schools (No fees are charged in any of the Upper Primary Girls' Schools). In the altered circumstances, therefore, the fees should be uniform in the Upper Primary schools for boys whether a pupil selects a vocational subject or not. It is also desirable to charge uniform fees for all pupils from another point of view. Experience shows that boys are not so very anxious to have vocational instruction in the present type of Central Schools. Some of those who take up the vocational subjects give them up in the middle without completing the prescribed course. It is hoped that abolition of extra fees for

vocational instruction may induce many boys to take up vocational subjects and to continue to do so till the end of the course.

28. It is proposed in the new scheme of vocational centres that boys from surrounding Upper Primary schools will have to go for instruction to these Vocational Centres at least twice a week. They will on an average spend about rupee one per month for conveyance unless the Centre where they have to go is situated in the premises of their own Upper Primary schools. This handicap may dissuade pupils who come mostly from the poorer section of the community from taking advantage of the vocational instruction. It is, therefore, recommended that such pupils should either be paid the conveyance charges in some form or another or be exempted from paying school fees.

29. It may be argued why should such monetary concession be given to the pupils selecting vocational subjects. If they value such instruction, let them meet the necessary conveyance charges themselves. The reply to this argument is this. It is unfortunate, no doubt, that pupils do not show special interest for vocational subjects. This is due to traditions and circumstances in which the present educational system has been fostered for generations. If a change in the outlook of pupils is to be created in the interest of national needs, it would be necessary for some years to extend conveniences which may induce them to go in for vocational instruction.

Arrangement for further instruction in the Vocational Subject.

30. The type of vocational instruction to be imparted in the proposed Vocational Centres as a part of the Upper Primary course will, no doubt, be elementary. Some of the pupils passing in these subjects in the P.S.L.C. examination may evince special aptitude for them and would naturally like to have further instruction in those subjects so as to take to a career where their knowledge and skill in these subjects may be of practical use. It would be necessary to provide such students with avenues for further training in selected vocational subjects, if special encouragement is to be given to them to take to vocational subjects while in the Upper Primary classes.

31. This can be done in two ways. Government have recently started what are called Technical High Schools teaching High school standards IV to VII. For instance, in Bombay they have

converted the Elphinstone High School into Elphinstone Technical High School where instruction leading to the School Leaving Certificate Examination (allied to the present Matriculation Examination), is given in certain technical subjects along with the usual academic subjects. It would be desirable to request Government to give some sort of preference to such boys, who pass the P.S.L.C. examination with a vocational subject in regard to admission to the first year of a technical High School. Now that English is to be abolished in the first three standards of the High School course (standards I to III) and instruction in these three standards is to be practically the same as that in the three Upper Primary standards, such sort of concession can be conveniently given by Government to students passing the P.S.L.C. examination with vocational subjects. There are also other institutions of Government or semi-Government management where higher instruction leading to a certificate in one or more vocational subjects is given. Government should also be approached with a request to give preference to such students for admission to these institutions also. There is, no doubt, that preferences or concessions mentioned above will serve to induce more students to take to vocational subjects in the Upper Primary classes and will thus serve to create a new outlook in favour of vocational instruction which is so very necessary for national advancement.

32. The other way to enable a pupil who passes the P.S.L.C. examination with a vocational subject to receive further and more intensive instruction in that subject is to provide him with such instruction in a special centre or centres opened for that specific purpose. This will have to be done by the Bombay Municipality by conducting such centres of their own at places where provision for such instruction may be already existing in connection with the Upper Primary classes. Admission to these centres for higher vocational instruction should be restricted to a pupil who has reached a passing standard in the selected vocational subject as prescribed for the P.S.L.C. examination. The period of instruction at such special centres will have to be determined in consultation with the Board of Technical and Industrial Training, Bombay. It is presumed that the period of further instruction will not be less than one year and may not exceed two. Pupils who will attend such centres for higher vocational training will appear at such examination or examinations as may be decided upon in consultation with the Board and obtain the final certificate as may be granted by the Board in each selected vocational subject.

33. It should be clearly understood that the type of higher vocational instruction to be given to a pupil after he passes the vocational test prescribed for the P.S.L.C. examination will be a full-time vocational training. It will not, therefore, come under 'Primary Education' as legally defined and understood at present. The expenses to be incurred for such instruction by the Municipality cannot be met from the Municipal contribution specifically allotted to primary education. They will have to be met from a special budget provision to be made for that purpose. Where centres for higher vocational education are to be conducted along with those for instruction in vocational subjects in the Upper Primary classes, proportionate cost on teachers, rent, equipment, etc., for higher instruction may be calculated and met from the special budget provision for higher vocational instruction.

34. Two ways of giving facilities for higher vocational training to pupils who pass the test for a vocational subject in the P.S.L.C. examination are suggested above. Of those two, the second, *i.e.* special provision for higher vocational training at centres to be conducted by the Municipality is certainly more beneficial. As the majority of such students may come from the poorer sections of the community, admission to Technical High Schools or to special vocational institutions may not be within their reach. The proposed Municipal centres for higher vocational training where fees will have to be obviously moderate are likely to attract adequate number in need of higher vocational training.

35. Considering the fact that the Bombay Corporation is spending nearly a crore of rupees for primary education, it will not be considered extravagant that a comparatively small amount should be set aside by the Corporation to give a finishing touch to the education imparted in primary schools so that a very small section of pupils coming mostly from the poorer classes will be able to earn their bread through a vocation, the training in which they may have begun in the Upper Primary classes conducted in Municipal Schools.

36. Looking to the legal aspects of control and management of these special centres for higher vocational training, it should be noted that the Corporation will have to appoint under Section 40 of the Municipal Act a Committee under suitable bye-laws framed for that purpose. It is open to the Corporation to appoint such a committee whose members may be the same as those of the Schools Committee (Education Committee). Such a procedure will avoid

any complication and conflict in the control and management of the few higher vocational centres. The work of such a committee will be very limited and it will not entail extra burden on the Schools Committee.

CHAPTER IX.

Text Books for Schools.

1. The subject referred to for report is 'The Question of Text Books for Schools'. As it is worded, the question does not refer to any specific aspect of text books, but it seems that all pertinent aspects of text books for schools should be discussed in the report. In order to cover the possible aspects of the question, it is thought desirable to analyse the problem into following topics :—

- (1) What should be the policy regarding prescribing text books from amongst text books available in the market ; who should finally select them and after what period of years should they be changed, if a change is found desirable ?
- (2) Should the Schools Committee have special text books written for its own schools in one or more school subjects and upto what standards ?
- (3) What should be the policy regarding text books to be allowed to be used in the recognised primary schools in the City ?

Question No. 1.

2. The policy at present adopted by the Schools Committee regarding text books available in the market is to prescribe, as far as possible, one series only in each of the several subjects of the curriculum. For instance, in the subject of 'Language', although there are a number of series by various authors from the Infants to Std. IV and from Std. V to VII, the Committee selects only one series and prescribes it for all standards for which it is written. The pupils thus read books written by the same author as they progress from standard to standard. It appears that the policy is sound and should be continued hereafter. The reasons for giving preference to this policy are obvious. The author carefully grades the language and the subject-matter from book to book and in the earlier stages he tries to introduce vocabulary in a well-planned order. A pupil will not get the full advantage of this grading of language and knowledge, if he is made to read a book written by one author in one standard and another book written by another author in the next standard. There was a time when the Schools

Committee used to prescribe texts particularly in 'Language' written by one author for one standard and by another author for another standard. Happily this policy is no longer adhered to.

3. The question as to who should finally select the text books is one of the most important and onerous problems in the administration of primary education, when these are to be prescribed from amongst a number of books available in the market. The reasons are obvious. Firstly, books that are available in the market as text books are all without exception scrutinised by the Government Text Book Committee before they are put on the sanctioned list. It may therefore be safely presumed that they conform to a standard which is usually expected in a text book. Hence it is very difficult to choose between one book and the other. Only an expert can find more merits in one book than in another according to the point of view he may adopt in the scrutiny. Secondly, preparation and publication of text books has been now a sort of business proposition. Most of the evils of propaganda and influence are likely to creep in and thus make the work of proper selection liable to criticism. Thirdly, the cost of a text book is an important factor. A costlier book may be a better book in some respects than a cheaper one, but the cost factor must be taken into account for the benefit of those who cannot afford to ignore it. To weigh the values and arrive at a proper decision is not an easy task.

4. The selection of text books, therefore, should be better left to experts who know their job well and who have sufficient time to go through the necessary scrutiny. The best way to tackle the problem seems to be to entrust the work to a small body of, say, three persons, two of whom should be the Superintendents of Schools concerned and one head teacher to be nominated by the Education Officer. This Committee should go through the text books available on a particular subject and should select one out of them giving reasons in their report underlying the selection made. It is open to the Education Officer to give in writing the general lines on which the selection should be made. It must be clearly understood that the report of this small committee must not be interfered with by any higher authority, *i.e.*, the Education Officer or the Schools Committee. At present both these authorities, one after the other, have the power to make changes in any list prepared by a subordinate body, but in order to secure proper selection of text books, the choice made by the Selection Committee ought not be set aside. A convention should be, therefore, established by

which the choice of this Committee should be accepted as final by the voluntary resignation of the right of the superior authorities. If by chance, the proposed committee which consists of three responsible persons makes a choice which may prove to be not the best, they will be made conscious of the defective choice by public criticism, which, in the long run, will make them more cautious in the choice.

5. One important advantage, among others, of such a small selection committee, consisting of three members, two of whom will be permanent officers of the department, will be that the list of selected books could be published well in advance so as to enable the publishers concerned to make the books available in the market in time.

6. The question of changing a prescribed text book for a better one should also be governed by a settled policy. For very valid reasons, it may be necessary to change a prescribed text book, but such occasions will generally be not many. Now that the elementary course of primary education is spread over four years, in the ordinary course of things no change should be effected in the text books at least for a period of four years unless such a change is approved by the Education Officer and the Education Committee. The move for such a change should ordinarily come from the small Text Books Selection Committee. After a period of four years, the selection committee should have a right to effect a change if they find it necessary. It need not be added that the right method of effecting such changes is to begin from the lowest class and go up year by year to the highest class.

Question No. 2.

7. The question of preparing and publishing special text books on some school subjects has been engaging the attention of the Schools Committee since 1931 (*Vide* Schools Committee's Resolution No. 690 of 18th November 1931 and Resolution No. 1071 of 20th March 1936 and No. 672 of 7th August 1940). The Committee had gone so far in this matter as to get manuscripts of some text books in Language and Arithmetic prepared and special sub-committees were appointed to scrutinise the manuscripts. Dr. R. K. Shirodkar, the then Chairman of the Schools Committee, took personal interest, in the year 1941-42, in this problem and entrusted the work of preparing some text books in Marathi to committees of

officers and teachers appointed by him. After his retirement from the Chairmanship in April 1942, the enthusiasm for the work, which he had personally infused in the writers, considerably subdued and the matter, therefore, did not take a final shape. The Schools Committee, under their Resolution No. 1212 of 27th January 1943, sealed for the time being the question which was pending before them for about twelve years by resolving as under :—

“(A) That the Schools Committee do feel that the scheme of printing and publishing Departmental Text Books was well worth trying, but that the present times were not suitable to try the experiment ; that the question of printing and publishing Departmental Text Books should, therefore, be deferred till the return of normal times.”

The resolution also directed that the manuscripts of three primers (Marathi, Gujarati and Urdu) be returned with thanks to their respective authors ‘as owing to change in the curriculum the primers were found to be out of date.’

8. The question of preparing and publishing departmental text books in Urdu, was, however, brought before the Schools Committee by the Secretary (*Vide* Schools Committee’s Resolution No. 390 of 4th July 1945). The Secretary, Schools Committee, in her memorandum states as under :—

“The question of selecting the best possible series of text books for language for Urdu Schools has been engaging the attention of the Committee for the last few years. Every year, the Schools Committee are trying to select the best series from those available in the market. It is, however, found that the Committee is not in a position to get a suitable series.”

The then Chairman of the Schools Committee, Mr. Salebhoy A. Kader, took personal interest in the matter and got a special committee appointed consisting of five distinguished educationists in the City who were requested to get manuscripts of Urdu text books prepared for the final approval of the Schools Committee. Before finally entrusting the work to these experts, the Schools Committee under their Resolution No. 1329 of 1st February 1946 thought it necessary to have legal opinion on the question whether the Schools Committee were empowered under the law to spend money for the purpose of preparing and publishing Urdu text books for use in primary schools maintained by them and pay honorarium to those who prepare the books from the funds placed at their disposal, without the approval

of the Corporation. The question was subsequently referred for opinion to Counsel, Mr. M. C. Setalvad. His opinion clearly states that the Schools Committee have the necessary power. The opinion is fully recorded in the papers underlying Schools Committee's Resolution No. 1633 of 23rd March 1948.

9. From the above account, it would be seen that the Schools Committee had given prolonged attention to the question of preparing and publishing their own text books for primary schools. It would be also seen that although for various reasons no practical results have followed so far, the Committee have clearly expressed their opinion under resolution referred to above, that it is worth-while having departmental text books. The legal issue as to whether the Schools Committee have power to spend money for such a purpose has, according to the opinion of the Counsel, Mr. M. C. Setalvad, been declared in their favour. It now remains for the Committee to adopt necessary measures once again, if they desire to give the idea of having their own text books a practical shape.

10. Before recommending a definite procedure to be followed by the Schools Committee for preparing and publishing text books of their own, it would be desirable to discuss on general grounds whether production of such text books should at all be considered more advantageous than to prescribe suitable text books from among those available in the market. Amongst educationists, there is a difference of opinion on the broader question of uniformity of text books itself even in primary schools. For a detailed discussion on this problem, which is very interesting and instructive, reference is invited to Chapter V (Uniformity Versus Diversity) of the report of the Text Books Committee (Pavte Committee) of Government of Bombay published in 1942. Arguments on both the sides are bound to be equally vigorous and one has to choose a side according to one's own convictions. Considering all sides of the problem, it seems there should be uniformity of text books in all the Municipal Primary schools of the City. This policy has already been approved by the Schools Committee also. Granting that uniformity of text books in the Municipal Schools is desirable, the question arises whether the text books should be prepared and published by the Municipality or whether choice should be made from those available in the market as is being done today.

11. Most of the text books now available in the market for primary schools, however admirable they may be in their own way, are written with the object of supplying the need of the mofussil

pupils. The conditions of living in the highly industrialised and crowded City of Bombay are naturally different from those obtained elsewhere. The text books to be put in the hands of the pupils should, therefore, be such as will make adequate use of the various things and experience with which the pupils come in daily contact. Again, it is an accepted educational principle that the presentation of a **subject** or a topic should necessarily differ according to the opportunities for observation provided by environment.

12. It may be argued—Why not ask a publisher to produce a text book of the required type for the children of the City ? Such a proposition is not feasible if the cost is to be kept at the lowest possible level. When a firm publishes a text book, which has a market for the whole of the Province, it can produce a book at a reasonably low price. But if the market is restricted to the City of Bombay only, it will have to fix the price fairly high so that it can pay adequately the author and meet its own expenses of publication, overhead charges, etc. If the Municipality were to have the copyright of the book and publish it on their own account, the book can be sold at a very reasonable cost, for it will not be a business proposition with them. The remuneration to be paid to the author will have to be paid only once and the amount to be recovered on this account from the sale of the book will be spread over a few years, so as to keep the cost of the book fairly low.

13. It is understood that Government have recently announced their intention of preparing and publishing text books in Marathi, Gujarati and Kannada and have actually brought into the market the Primer and the First Book both intended for the First Primary Standard. Books II to IV for the succeeding standards will be out in due course of time. It is not known at this stage whether Government also intend to publish text books on other subjects of the lower primary course. It appears that the Schools Committee intended to introduce this year the Primer and the First Reader in the new First Standard, if the same were available in time. This shows that the Committee will very probably introduce the Government Language Series in the Municipal Primary Schools in future years. The same books will very likely be adopted in primary schools in the Province. If the 'Language' text book series published by Government be used in the Municipal Schools as text books, certain advantages are bound to accrue thereby. The cost of the books is

bound to be comparatively cheaper as has actually happened. The Government primer in Marathi costs annas two and nine pies while the corresponding primer in the market costs about four annas. So far as the children in the Bombay primary schools are concerned, there is a distinct advantage to the Bombay children in having the same text book as is current in the mofussil. It is well known that children in the Bombay primary schools leave the City in the middle of the year in large numbers and are replaced by almost an equal number of children coming from the mofussil schools. If the text books are the same in Bombay and outside, there will be a continuity in their study which is an important factor in their educational progress.

14. There is, however, one disadvantage in adopting the Government series meant mainly for the mofussil. The environmental conditions of Bombay will not be reflected in this series to the extent they ought to be. The deficiency can, however, be overcome by adopting any one of the following two methods :—

- (1) Government may be requested to allow the Municipality to include in their own book about two-thirds of the subject matter and one-third portion should be written specially for Bombay schools to be incorporated in the Municipal text book. Thus the particular text book will have its greater portion based upon the Government book and a smaller portion will have its bearing on Bombay's peculiar environmental conditions. If Government do not agree to allow the Municipality to make such use of their own readers, the alternative method (given below) which is a better one may be adopted.
- (2) The Government text book should be used in Municipal schools as it is, and another book, a sort of supplementary reader, should be specially prepared by the Municipality and used along with the Government text book. By adopting this method of having two books, it may be argued, that children shall have to buy two books instead of one and thus the cost on text books will be heavier. It has been the recent practice, which is really a sound one, to ask children in the primary schools from Standard II onwards to use one supplementary reader along with the Language text

book. The Schools Committee have also been prescribing such supplemental Language readers. In the new Government curriculum also, such a practice is insisted upon. If, therefore, the supplemental readers from Standard II onwards are prepared and published by the Municipality, the question of additional cost on text books will not arise at all. In Standard I, the Government text book may very well be used, for in that standard, the mastery of letters, words and sentences is more important and that can be done without special reference to environmental conditions. The teacher may, however, in the course of instruction in this standard make use of the environmental conditions through the proper use of the blackboard or by specially prepared charts.

15. So far, the question of 'Language' text books has been dealt with. In the New Government Curriculum, only three main subjects are prescribed for the first four standards. They are (1) Language, (2) Arithmetic and (3) General Knowledge. The last subject includes a variety of topics such as Geography, History, Sanitation, Hygiene, Nature Study and Civics.

Arithmetic.—This subject is generally treated in almost all the current text books in a manner which swells the volume of the book unnecessarily and thus adds to its cost. Matter which is meant more for the teacher than for the child is included in the Arithmetic text books. A large string of exercises on almost every topic dealt with is given, thus leaving very little for the teacher to take initiative in framing his own examples. Arithmetic text books to be used by children are now-a-days confined merely to graded exercises on the different topics, a few of which are solved in the book itself for the guidance of pupils. Answers to the exercises are not given in the book itself. Such a text book costs very little and leaves full initiative to the teacher for explanations, framing of new exercises, etc. A comprehensive book dealing with manner and method of teaching the several topics and their theory should be prepared as a Teacher's Book which has to be printed occasionally. The cost of the Teacher's Book will have to be borne by the school authorities but such expenses will be fully compensated with good results.

General Knowledge.—The subject, *viz.*, General knowledge prescribed in the new syllabus for all the four standards includes

many topics as has already been mentioned. It would be necessary, so far as this subject is concerned, to have special books written for Bombay primary schools as the problems of Bombay in sanitation, Hygiene, Nature Study, Civics and even Elementary Geography materially differ from those of the mofussil. Regarding historical topics, although Bombay ought to have some topics of its own, the greater part of topics will be common for children in Bombay and those in the mofussil. They will also differ to a larger extent according to the communities concerned. This subject (History) too should have its own text book for each language in which a number of topics should be common while some will be special. Children in Bombay should better have historical background through stories and simple topics of the history and culture of the major communities living in Bombay.

16. In the first two years of the primary course, *i.e.*, in the new standards I and II, it is not necessary to have *in the hands of pupils text books in any subject except those in Language* and perhaps a small booklet on Arithmetic. The practice of prescribing text books for other subjects in those standards is distinctly wasteful. Children at this stage have not acquired the requisite mastery over reading—far less over understanding the intricacies of topics dealt with more or less on a scientific basis. In fact, in those standards, the teacher ought to explain orally by the help of pictures and charts, as necessary, the topics included in the syllabus of General Knowledge. To give a text book in the hands of the pupils in those standards on the topics concerned, is not only of little use to the pupil himself but it definitely absolves a teacher of the responsibility of dealing with the topics orally with an abundance of questions and answers. It may be argued that one or more text books on the topics included in 'General Knowledge' may give the pupil extra practice in language reading, but this argument ignores an important educational principle that in the early stages of instruction, developing language control through a text book, subject matter of which is not easy to understand, is a harmful process. If it is found that the pupils are in a position to read more than what is given in the language text books, they should be given the opportunity to read extra suitable supplementary books which are specially written for such subject and in which children can take natural interest. Such books are now available in plenty and the pupil's library in each school should have an abundance of such books in stock.

17. Regarding text books for the primary standards V to VII, no separate text books should be prepared for the Municipal primary schools. The instruction in these standards leads to what is called the Primary School Leaving Certificate Examination (old Vernacular Final Examination) and the examination is a common one for each recognised language. As the choice of text books for these standards is restricted, it is easy to select good text books for these standards. Besides, the cost of preparing and publishing special text books for Bombay will be prohibitive as the number of books to be sold every year will be small.

18. Among the several advantages of having common text books for Municipal primary schools prepared and published by the Municipality, one will be as follows :—

Teachers require pictures, charts and other aids to illustrate or elucidate the topics dealt with in the text books. They will also be much profited professionally if special Teachers' Guides are prepared and printed by the department. If the text books are common, then it is possible to get these aids and guides prepared and printed in a variety of manner and on a sufficiently large scale. These will help to make the teaching more interesting and effective. This is possible and desirable if the text books are a permanent possession of the Municipality. If they are not so, and if there is a change in text books, the aids and guides produced may not be serviceable so much. Another advantage of having one's own text books is that revision of books by way of improvement can be effected every few years.

19. If it is decided to have text books in one or more subjects to be prepared and published by the Municipality, the only possible way to achieve this object is to choose *one* person who is considered to be the best or at least one of the best for such a job and to ask him to write the book on a fixed remuneration, which should be very liberal. The manuscript should be got printed by the Municipality and the book should be sent for approval as a text book to the Government Text Books Committee. If it is approved in the form presented, the author should be given the full remuneration promised, but if any alterations are to be made, a part of the author's remuneration should be withheld till the whole matter is finally approved as a text book by Government. If very competent persons are selected as authors, there is hardly any chance of the book or books being rejected by the Government Text Book Committees. If the Municipality adopts the procedure of entrusting the work of preparing text

books to selected authors as per lines suggested above, they may perhaps have to waste some money on the printing of some matter once again, but such cases will be very rare or in fact nil. If on the other hand, manuscript copies are invited from different authors who would like to stand the competition and whose number will not be small, the work of making selection of the best matter, printing it for being submitted to Government for approval and then publishing it will take a very long time. The same will be the fate even if the work of writing a text book were entrusted to a committee of experts. This has been the experience in the past. A procedure, which will either delay the work or create conflict in the successful termination of the programme, should be scrupulously avoided. If only one person were held responsible for the preparation of a text book under a definite contract, the purpose will be, it is expected, served satisfactorily. It need not be said that once a book is out for the first time, it will be possible to introduce desirable changes in it in the next or subsequent editions, but to expect a text book to be perfect in every respect in the first print is an idea which would hardly be achieved in practice.

Question No. 3.

20. Should the recognised Primary schools in the City be allowed the option to have their own text books or should it be obligatory on them to use the texts introduced in the Municipal primary schools, whether they are printed and published by the Municipality or not? The present practice is to allow the recognised primary schools to prescribe text books of their own choice from amongst those sanctioned by Government. This practice is salutary and should be continued in future. Most of the recognised primary schools in the City cater to the needs of children belonging to classes which are generally better off economically. To such children the cost of books is not a very material factor. Freedom in the use of books to the Heads of schools is a principle which has been recognised as a sound one in several advanced countries. Such liberty to Heads of schools gives scope to the production of a variety of books differing in the selection of material and even make-up. In the case of the Municipal primary schools, however, that course cannot be recommended, because a sort of regimentation is necessary for efficient working of the administration, from a common centre. Besides, the lower economic status of a large majority of the Municipal school children is also a point to be considered in this behalf.

CHAPTER. X

Teaching of Hindustani in Schools.

1. Hindustani is generally defined as the language formed by a suitable mixture of Hindi and Urdu languages. In order that all may be able to use it, predominance of Sanskrit, Arabic or Persian words is to be avoided in Hindustani. It is to be written in both Devnagari and Urdu scripts. It is said that a language which may be properly called Hindustani in the sense mentioned above is spoken in U.P.

2. A great impetus was given to the idea of making Hindustani a national language of the Country, after the advent of the Congress Party to power in most of the Indian Provinces in 1937. Mahatma Gandhi's advocacy to make Hindustani the national language of India has contributed much to bring Hindustani to prominence in the educational sphere of the Country. Soon after, in 1938, the Government of Bombay issued instructions for the introduction of the subject of Hindustani in Standards V, VI and VII of primary schools and in Standards I, II and III of secondary schools. Thereupon the Schools Committee under their Resolutions Nos. 551 and 552 of 19th July 1939 directed that steps should be taken to introduce the teaching of Hindustani in the Municipal schools.

3. Before dealing with the further progress and present position of the teaching of Hindustani in Municipal schools, it would be interesting to note the efforts made by the Schools Committee to impart instruction in *Hindi* in Municipal schools. As far back as 1923, the Corporation under their Resolution No. 5402 of 20th September 1923 advised the Schools Committee to consider the desirability of making provision for the teaching of Hindi in some of the Municipal schools by way of experiment. The Schools Committee, thereupon, appointed a Hindi teacher to impart such instruction in some of the Municipal schools. From 1924 to about 1940, the Hindi teacher used to teach Hindi in about nine schools in the Marathi and Gujarati departments. The idea of extending instruction in Hindi in the Upper Primary classes on a systematic basis was always before the Schools Committee during these years as would be seen from various resolutions passed from time to time on the subject, although no steps were actually taken in that direction. There was however, a general awakening in the City in favour of learning

Hindi and some of the teachers in Municipal schools had acquired qualifications of varying degrees in Hindi, instruction for which was provided by the Municipal Hindi teacher and also by private agencies. About 30 teachers had acquired qualifications in Hindi by 1939. The Schools Committee had under consideration a scheme of utilising the services of Municipal teachers with qualifications in Hindi for imparting instruction in Hindi to pupils in the Upper Primary Standards, but before the scheme could be systematically worked out, the question of introducing Hindustani in Municipal schools came to the forefront in 1939 and consequently the idea of teaching Hindi to pupils receded into the background.

4. It has been already mentioned that the Schools Committee decided to take steps in 1939 to introduce teaching of Hindustani in the Upper Primary schools. Till the end of 1944, however, owing to various reasons particularly the want of teachers knowing Hindustani, systematic teaching of the subject could not be introduced although something was done in that direction through the teachers who were already qualified in Hindi. The following account regarding training of teachers in Hindustani and its teaching in schools is taken from the annual reports of the Schools Committee from 1944-45 onwards.

4A. Under their Resolution No. 981 of 10th January 1945, the Schools Committee decided to impart instruction in Hindustani to all children reading in the Upper Primary and Central schools, except in the Urdu and Hindi schools and later in standards III and IV (Primary) as well, as a compulsory subject. Short-term Refresher Courses for teachers who were already qualified in Hindi were conducted with a view to enabling them to teach Hindustani. Subsequently, long-term courses were arranged in which about 240 teachers—men and women—were taught Hindustani and trained in its teaching. These classes functioned upto October 1947. In the year 1947-48 about 41,000 children in Standard III (Primary) and above received instruction in Hindustani from these specially trained teachers.

The Present Position.

5. The Schools Committee have under their Resolution No. 318 of 7th July 1948 laid down a clear-cut policy with regard to

the teaching of Hindustani in Municipal schools. Pertinent portion of this Resolution is given below :—

“(A) That hereafter Hindustani should be taught in all the Municipal Marathi, Gujarati, South Indian and English Vernacular schools, from Standard IV onwards, and it should be discontinued from Standard III.

“(B) That so far as Marathi, Gujarati and English Vernacular and South Indian schools are concerned, Hindustani should be taught in the Devnagari script.

“(C) That the question of introducing Devnagari script in the Urdu Schools and the Urdu Script in the Non-Urdu schools be postponed till a decision is reached by the Constituent Assembly of India regarding the question of script.

“(D) That, as proposed by the Secretary, Hindustani should be treated like other subjects, such as Drawing, Sewing, etc., and it should be entirely under the Superintendents. The Superintendents and their subordinate supervising staff should do the work of supervision of this subject also. For this purpose, the supervising staff be requested to make a systematic study of Hindustani as it would be of additional help to them in their work of inspection.

“(E) That in order to encourage the teachers to learn Hindustani systematically outside school hours, one extra increment should be given once only to the teachers who will pass one or more of the following recognised examinations in both the scripts in their respective papers :—

- (1) 'Kabil' of Hindustani Prachar Sabha, Wardha.
- (2) 'Shikshak Sanad' Hindustani Prachar Sabha, Wardha.
- (3) 'Rashtrabhasha Ratna' Rashtrabhasha Prachar Samiti, Wardha.”

For want of sufficient number of qualified teachers for Hindustani, the subject has not yet been introduced in the schools teaching South Indian languages and in the English Vernacular Schools.

6. It may be noted that the latest policy eliminates the teaching of Hindustani in Primary standard III. It is to begin from Standard IV only. It is also worthy of note that the Schools Committee do not propose to maintain their own classes for training teachers in

Hindustani as was being done previously. The teachers are expected to obtain the required qualifications privately for which they would be compensated by the grant of one extra increment in their grade. The necessity of providing any special facility for training in Hindustani will no longer exist now that Hindustani is one of the compulsory subjects in the Primary Teachers' Training Colleges of the Province and every trained teacher who will now pass the training examination will be considered competent to teach Hindustani in Primary schools. The supervision of the subject is to be entrusted to the Superintendents and their subordinate officers who are also expected to make a systematic study of the subject (Hindustani). At present almost all children (about 26,000 in number) reading in the Marathi and Gujarati Schools in standards IV to VII (Primary) receive instruction in Hindustani, for about two periods a week. It has been arranged to have on the staff of each school *at least* one teacher who can teach the subject not only to his own class but to the other classes in the school as well.

Some Observations.

7. Having stated the present position of the teaching of Hindustani in the Municipal schools, it is now necessary to make a few observations on the present practice and scope of the subject, *viz.*, teaching of Hindustani.

(1) The policy of the Government of Bombay is to encourage the teaching of Hindustani in the Upper Primary Standards V to VII of Primary schools. Under the Basic National Education Scheme (Wardha Scheme), Basic teaching of Hindustani is prescribed in the upper grades which correspond to the Upper Primary Standards only. In the case of the Bombay Municipal schools, however, Hindustani is being taught at present in Primary standard IV also. Out of a total number of 26,000 pupils who are taught Hindustani at present in the Municipal schools, nearly 13,000, *i.e.*, 50 per cent. are in Standard IV. It is desirable from several points of view not to teach an additional language to pupils in Primary Schools upto and including the Fourth Standard. The new Primary course of four years in place of the former course of five years places a comparatively heavier burden on the pupils and any diversion of their time and energy to an additional subject like Hindustani is not desirable. It may be argued that as a large number of students after completing their primary standard IV leave school altogether

and in their case even a little knowledge of Hindustani that they may obtain while in Standard IV may be of some use to them in their after-school career. The knowledge of Hindustani thus obtained would however be so small that it would hardly compensate the child for the loss in the amount of instruction in other subjects which are compulsory. It would be, therefore, advisable to confine the teaching of Hindustani only to the Upper Primary standards.

(2) A joint report of the Superintendents of the Marathi and Gujarati Schools states :—

“We feel that the Hindustani teachers, that have been trained in our Hindustani Training Classes, are not quite proficient in their work. They do require training.”

“Refresher Courses for them may be organised or voluntary examinations may be taken after prescribing a course of studies and books.”

This is an important suggestion for the consideration of the authorities concerned, as it aims at raising the tone of the teaching of Hindustani to the minimum required standard. Elimination of the teaching of Hindustani in Standard IV as suggested above will very much help the administration to put the teaching of Hindustani in the Upper Primary standards on a better basis by entrusting it to selected teachers.

(3) Hindustani is admitted to be a language which differs in some essentials from Hindi or Urdu. If this is so, it would be necessary to introduce its teaching in the Upper Primary standards of the Hindi and Urdu schools also. There is no doubt that the teaching of Hindustani in those schools will be easier than in other schools, but if it is to be a national language, it should have its place in the Upper Primary classes of Hindi and Urdu schools also. The Government of Bombay have, no doubt, by a G. R. No. 23/11572 of 23rd November 1940 discontinued the teaching of Hindustani in Hindi and Urdu schools but in the interest of developing the national language (Hindustani) for national unity, it appears desirable that some efforts towards achieving this aim should be made in Bombay Municipal schools. The question of script, however, may be kept pending till a decision is reached at by the Constituent Assembly of India in that respect (*Vide* Schools Committee's Resolution No. 318 of 7th July 1948 quoted above).

The Schools Committee under their Resolution referred to above have already decided to introduce Hindustani in Primary schools teaching South Indian languages. This is a very desirable move. Early steps should, therefore, be taken to commence the teaching of Hindustani in the Upper Primary classes of these schools also.

(4) Incidentally it may be mentioned here that the subject of Hindustani is given a place in the P. S. L. C. Examination, but it is a very subordinate one inasmuch as the subject is included in Group VI (*Vide* Chapter VIII para. 107) which a student may or may not take for the examination. If he takes it, it will be only an additional qualification. If the subject is included in Group V also, it may be taken for examination by a good many students as the subject then will have an important place from the examination point of view, although it may remain a voluntary subject along with other subjects prescribed in that group. If the teaching of Hindustani in the Upper Primary schools is to receive serious attention from students in these classes, Government may be advised to include the subject of Hindustani in Group V also.

CHAPTER XI.

Training and Refresher Classes for Teachers.

The Present Position.

1. Out of nearly 3,400 teachers at present serving in Municipal primary schools, about 2,800 are trained giving a percentage of 82. Compared to the position in the Province as a whole, the Municipal primary schools are in a privileged position so far as the percentage of trained teachers is concerned. The Provincial percentage of trained teachers is only about 50 (1945). The percentage of trained teachers in Municipal schools varies from 74 in the Urdu Boys' Schools to 88 in the Marathi Boys' Schools. In the Urdu Girls' Schools, the percentage of trained teachers is 71, but most of the trained teachers (96) are First Year Trained. This comparatively satisfactory position has been achieved because of two factors. Firstly, the Municipal scales of salaries for trained teachers have, for several years past, been more attractive than elsewhere and, therefore, many trained teachers serving in the mofussil schools have joined the Bombay Municipal service. The teachers turned out by the Training Institutions in the Province have preferred to join the Municipal service. Secondly, the Bombay Schools Committee in their own Training Classes during the years 1930 to 1948 have been able to turn out about a thousand trained teachers. Most of these teachers were trained in the Municipal Training classes specially conducted for them during the years 1942-44 and 1946-48. In 1942, owing to the great exodus of the population due to war panic, and in 1946 due to riots in the City, the number of children in Municipal schools had recorded a considerable fall. Consequently a large number of teachers had to be kept without sufficient teaching work. The Schools Committee with a creditable foresight utilised this situation to get a large number of teachers trained in classes specially started for them. This very wise move has helped the Committee to get the percentage of trained teachers substantially increased without much extra cost for their training.

2. The present percentage of trained teachers which is between 71 and 88 in the several sides of schools, will no doubt automatically increase to a still higher figure as the old untrained teachers retire from service and their places are taken by fresh trained recruits which for reasons stated above will be easily available. It is, therefore, clear that merely to raise the percentage of trained teachers,

there should be no need, except for the Urdu women teachers, to run a special Municipal Training class or classes, at least in the near future. There are, however, other weighty reasons why a special Training Centre should be maintained as a permanent feature of the educational service of the Corporation. These reasons will be detailed later on. In the meanwhile, mention will be made of the existing Training Centres.

R.C. Urdu Training Institute for Women.

3. This institution was started in 1929 and it was named 'The Rahimtulla Currimbhoy Training Institute for Women' in accordance with the conditions of a donation of Rs. 20,000 made by late Sir Currimbhoy Ibrahim, Baronet, and accepted by the Corporation under their Resolution No. 2331 of 20th June 1927. One of the conditions of the donation was that the interest on the amount of Rs. 20,000 should be spent on scholarships to be paid to girls of the Preparatory Class (Vernacular Final, now called Primary School Leaving Examination Class) with a view to inducing them to pass that examination to undergo training thereafter. This institution has, no doubt, done yeoman service to the Urdu Girls' Schools inasmuch as it has sent out, during the last 20 years or so, about 100 First Year Trained women teachers. The difficulty of securing trained teachers for Urdu girls was so great that before 1929, there were very few trained teachers. The R.C. Institute made it possible for the Schools Committee to secure trained teachers for these schools.

4. This Institute, however, is meant for training ladies for the First Year Training Certificate. At no time has it undertaken to train ladies for Second Year Certificate. The 26 Second Year Trained lady teachers in the Urdu Schools now in service are either trained at a mofussil training college in the Province or outside. According to the latest regulations of the Provincial Government, a 'trained' primary teacher must pass the Second Year Training Examination. In fact, the first year for training now does not lead to a 'Certificate Examination' as in former years. It is only a preparatory year for the final training certificate examination, viz., the Second Year Examination. In view of the new interpretation given to the term 'a trained primary teacher', it would be necessary to make provision in the R.C. Institute for a Second Year Training class, so that the number of Second year or fully trained teachers in Urdu Girls' Schools may come up to the level obtained in other

sides of Municipal schools. If this is not done, the products of R.C. Training Institute hereafter who will go through the preliminary training given in the first year will not be considered as 'trained' teachers in the sense in which the word is now to be interpreted. Besides, if the R.C. Training Institute, goes on sending out teachers with incomplete training in future, it is possible that a point may be reached when the Municipal Urdu Girls' Schools may not be able to absorb them for want of suitable vacancies. The Institute will have, therefore, to be equipped and manned for the full training of two years' duration. Women teachers who are in service and who have only the First Year training qualification will have to be sent up there for one year more at full Municipal cost. Their places in the schools can be conveniently given, for the time being, to some of the First Year trained teachers from the Institute, who have been unable to secure service for want of vacancies. Unless such a measure is adopted, the R.C. Training Institute will not be able to serve the Municipal schools as it has done in the past and time may soon come when the continuance of that Institution at Municipal cost will prove to be a problem by itself. The turning of the R. C. Institute into a full-fledged two-year training class is not only obligatory on the Municipality for securing better trained teachers for the Urdu Girls' Schools, but it is also necessary to do so for the existence of the Institute itself. It may be noted that the institute is at present run on one of the floors of the Imamwada Municipal owned school building. It has 31 students on rolls in the First Year. There are at present 3 full-time teachers including the Principal. The total expenditure per year is about Rs. 11,500. Besides this, a sum of about Rs. 4,000 is being spent annually for stipends to teachers under training.

N.B.—It is understood that the opening of a Second Year Training Class in this Institute has been now sanctioned.

Byculla Marathi Teachers' Training Class.

5. This Training Class was conducting, from some years past, classes for Marathi men and women teachers. This year, however, it has under instruction a batch of 42 Marathi women teachers who will complete their training in March or April 1949. There are about four full-time and some part-time teachers for the class. The annual expenditure comes to about Rs. 16,000.

Other Training Classes conducted in the past.

6. Besides the two abovementioned existing training centres—R.C. Urdu Training Institute and the Byculla Marathi Training Class—the Schools Committee had conducted training classes for teachers in the Gujarati, Urdu and Hindi Boys' Schools during the years 1942-44 and 1946-48. They were discontinued as they were not found to be of special use thereafter.

Continuance of the Byculla Training Class whether necessary.

7. In the case of the R.C. Urdu Training Institute, it has been suggested that its continuance, at least for some years more, would be necessary to bring up the quality of trained teachers in the Urdu Girls' Schools to the level obtained in other sides. Regarding the Byculla Marathi Training Class, it must be admitted that in view of the easy availability of trained recruits in future from non-Municipal training institutes in the City or outside, the further continuance of the class merely as a training ground for teachers is not essential. The Byculla Marathi Training Centre, however, which has been in existence for a pretty long time may be re-modelled and developed into a cultural centre for teachers of all sides and not merely for those of Marathi schools. This centre will arrange for various activities such as Refresher Courses, Model lessons for demonstration, discussions and lectures relating to educational ideals and practices, preparation of teaching aids such as charts, maps, etc., as models to be exhibited, an up-to-date library of books and magazines on educational topics particularly in languages taught in Municipal schools and occasional visits to schools where there is something worth seeing and following. It is now universally admitted that teachers who have obtained training should be made to undergo from time to time further training in methods and practices of teaching which change with the changing ideals of education. Such training is usually given in what are called Refresher Courses. No useful purpose is likely to be served by inviting teachers whose number may be several hundreds to attend a conference or conferences. It is necessary to have smaller and manageable groups for such training and the training itself must be continued for some days and repeated at suitable intervals.

8. In order to have a programme for such training prepared and executed throughout the year, it is necessary to have persons

who are specially appointed to do such work. It is not possible that all the training contemplated in the programme should be imparted personally by these persons themselves. They will be responsible for the preparation and supervision of the programme wherein a number of competent and well qualified persons both in Municipal service and outside will be requested to co-operate. The inspecting and supervising staff of the Municipal schools is, no doubt, quite competent to do such kind of work, but they are so much overburdened with their daily work that they will hardly find sufficient time to organise and supervise such activities for the further training of teachers throughout the year on a scale sufficiently wide and intensive. If a small group of competent persons is entrusted with this work, it would be done efficiently.

9. It is not contemplated that all the training will be conducted in the Centre alone. A group of schools may be selected in a locality and in one of the schools, demonstration lessons, discussions, lectures, etc., may be carried on for the benefit of the teachers whose number may not be unmanageable for such type of work. Exhibition of teaching aids and models, if confined to a manageable number of teachers and schools, will yield better practical results. In fact, all such attempts at improving the knowledge and skill of teachers should be better restricted to smaller groups and continued over a period of time so as to give every one concerned, time and opportunity for discussion, observation and thinking.

10. Very great care must, however, be taken in the selection of persons for such type of work. Although it may be desirable to have at least one person as the head of such a Centre, others may remain changing after two to three years so that those who are best fitted for such type of work may have opportunities to contribute their mite in this creative type of work for raising the tone of teachers in Municipal schools.

11. The Centre may conveniently be put in charge of one head and four others. They may be changed from time to time as the needs of the several sides and subjects may demand. The emoluments of the Head of the Centre and those of others working under him should be sufficiently attractive taking into consideration the very responsible and special type of work to be entrusted to them. The suggested Centre may be located at Byculla where space and equipment are already available or it may be shifted to any other convenient place.

CHAPTER XII.

Physical Training and Scouting in Municipal Schools.

As Physical Training (Instruction) in Municipal Schools:—

1: Physical instruction of children in Municipal schools has received considerable attention from the Corporation and the Schools Committee for several years past. As far back as 1925, the Corporation took an initiative under their Resolution No. 4322' of 23rd July 1925 and asked the Schools Committee 'to suggest measures for promoting physical culture among school boys and girls in the City.' For a long time before 1925, there were 'special teachers' for Drill (about 25 in number) who went round to certain schools and taught 'Drill' to pupils in those schools only. In 1925, however, consideration was given for the first time to extend the scope of physical instruction to all Municipal school children. During the period of eight years from 1925 to 1933, considerable discussion took place on this important question between a sub-committee of the Corporation specially appointed for this purpose and the Schools Committee. Advice of several experts was also sought in giving a final shape to the scheme of compulsory physical instruction to Municipal school children. The Corporation under their Resolution No. 2586 of 29th June, 1933 approved the scheme which was actually given effect to in the year 1935-36. As a preliminary measure, the Schools Committee got a special book printed in which details of exercises and games suitable for Bombay conditions were profusely given. It was a good guide for teachers who were subsequently trained in large numbers (about one thousand in all) in special classes so that each teacher so trained might be able to impart physical instruction to his own class and also to other classes in his own school. A regular agency was brought into existence for supervision of the work and training of teachers in physical instruction. As said above, the physical instruction scheme was actually launched during the year 1935-36, but with a view to training the teachers in the prescribed course, training classes were started in 1932-33 under the supervision of the Scout Organiser and the Girl Guide Organiser who were also given the designation of Supervisors for Physical Training for Boys and Girls, respectively. The two officers were helped by about 30 physical instructors (old designation—'Special Drill Teachers') in organising and supervising the new activity of compulsory physical training to school children.

2c. In the year 1944, the Schools Committee thought it desirable to review the whole position of imparting physical instruction in Municipal schools (*Vide* Schools Committee's Resolution No. 878 of 14th December 1944). The Secretary, Schools Committee, with the help of the Superintendents of schools and the officers in charge of physical instruction considered the problem in its several aspects and decided to take further help of experts in the matter. The advice of the experts is embodied in a report wherein important suggestions have been made for the improvement in the present system of physical instruction. This report together with the remarks of the Superintendents on it is printed in full in papers underlying Committee's Resolution No. 119 of 25th April 1945. It was in March 1948 that the Schools Committee gave its final decision on the report under their Resolution No. 1677, of 31st March 1948. The decisions were as follows :—

(1) That every class teacher should be trained in Physical Education and he or she should be qualified to teach physical education in his or her class.

(2) That teachers untrained for physical instruction should undergo an intensive short course of physical education for six weeks (in the Summer Vacation) in a camp ; that no allowance be paid for undergoing this training ; that leave for the period they undergo training in the camp be granted to them ; that teachers over 40 years of age may be exempted from undergoing training.

(3) That the class teachers be desired to participate in physical activities while teaching them to the children in order to evoke greater response ; that lectures, demonstrations and visits to sports and gymnasia or training institutions should be organised for teachers to stimulate them to take active interest in physical education.

(4) That the present two posts of Supervisors for Physical Instruction, Boys and Girls Schools and the post of the Assistant Supervisor should remain as they are :

(5) That the present Physical Instructors should be called Junior Supervisors and their grade be revised to Rs. 120-8-200 plus a monthly conveyance allowance of Rs. 20 with effect from 1st April 1948 and that the number of posts of Junior Supervisors should be in the proportion of one post for every 10,000 pupils.

3. The resolution of the Schools Committee mentioned above gives the latest directions in regard to physical training activities. The report of the experts, which was before the Schools Committee when they adopted the abovementioned resolution, contains excellent material for the improvement of the system ; but it appears the Schools Committee owing to financial considerations and want of adequate open spaces did not accept the major part of the suggestions of the experts except those embodied in their resolution. In fact, finance and open spaces are the two great handicaps which have been hindering the progress of physical instruction in schools for all these years and unless they are overcome, it is not possible to do much that may be desired to advance the cause of compulsory physical instruction in Municipal schools.

Present Position.

4. The Department of Physical Instruction has on its establishment three officers and sixteen Junior Supervisors. The cost of the establishment is about Rs. 45,000 a year.

5. The Department issues detailed syllabuses and instructions from time to time to the heads of schools for their guidance. About 1,600 teachers out of about 3,400 are already specially trained for imparting physical instruction to pupils. Every teacher, trained or untrained, is expected to take part in the work for his own class. So far as the 'untrained' teachers are concerned, their work is particularly supervised and guided by the Junior Supervisors who go from school to school. Regarding the time given to physical instruction, the present arrangement is as follows:—

Side.	Standards.	Time given per period.	No of days in a week.
Boys' Side	... I to IV.	30 minutes.	5
Girls' Side	... I to IV.	25 minutes.	5
Boys' Side	... V to VII.	30 minutes.	3
Girls' Side	... V to VII.	30 minutes.	3

6. It is an admitted fact that Municipal schools in general are very deficient in the provision of play-grounds or open spaces adjoining the schools. Big rooms or halls which can be used occasionally for physical instruction are conspicuous by their absence. In spite of these great odds, whatever is possible under the circumstances is being done to impart physical instruction to school

children on a more or less compulsory basis. Every open space available in the school compound or near the school and even verandahs and terraces are at times used for this purpose. The majority of the children, however, have to be subjected to physical exercise in their own class rooms which are full of furniture and even crowded. Although the utmost possible is being done, it has to be admitted that the system suffers considerably from basic deficiencies mentioned above. There is a sense of unreality pervading the system as it is working today and the quality of instruction as a whole does not rise to the expected minimum standard.

Suggestions.

7. The deficiencies pointed out above are almost insuperable in the present circumstances and yet something must be done to minimise them as far as possible. The suggestions made below are expected to effect some improvement in the working of the system although not to the desirable extent.

(1) The decision arrived at by the Schools Committee under their Resolution referred to above regarding the training of teachers in physical instruction in special camps is excellent and it should be given effect to as early as possible. The decision, however, will have to be modified by meeting a part or whole of the travelling and boarding charges of teachers and their instructors.

(2) Lately, considerable awakening in the field of physical instruction in schools has been created by the Physical Training Institute at Kandivli conducted by Government for the whole of the Province. It would be worth-while to send a few selected teachers for the Short Term course of that Institute. This will bring in 'new blood' into the movement as suggested by the experts in their report mentioned above.

(3) The greatest need of the movement is admittedly playgrounds or open spaces conveniently situated near schools. If a serious search is made for such open spaces throughout the length and breadth of the City, it is not impossible to get a fairly good number of them on a rental or gratis use as suggested by the experts. This could be conveniently and effectively achieved by entrusting the work to the 75 'District Committees' suggested in Chapter IV Paras 62-70. There is not a small number of open spaces in the City which are at present kept vacant by the owners pending better

facilities for construction of buildings. They can be hired on condition that they would be vacated when required by the owners. A good many open spaces so acquired will have to be cleared of debris and hindrances and even fenced at Municipal cost so as to make them suitable for the use of school children.

(4) The use of spacious terraces wherever available in the present school premises particularly in Municipal owned premises may be pressed into service for physical exercises and games; but as suggested by the experts in their report 'they should be well protected and floored.' Expenditure incurred to protect terraces will have, no doubt, to be incurred by the Municipality. Enquiry reveals that at present more than forty such terraces may be available. These terraces unless they are properly roofed cannot be used during the day except an hour or so in the morning or in the evening during school time. Even an hour's use of the terraces will be of great help. Children living near such school premises will gladly come back for recreational games, etc., if a teacher or teachers are asked to look after them. If a roof could be provided to cover a part or whole of a terrace, it can be used throughout the day for physical exercises and games except in inclement weather. This arrangement should particularly be made in terraces of Municipal owned school buildings. Of course it is for the engineers to decide whether this could be done or not. Useful information on 'Roof Play-grounds' not only for school children but for others also, will be found on page 680 of 'Problems of City Life' (1932) by M. J. Davie.

(5) A very important suggestion made by the experts deserves special consideration. They say 'Blind alleys or lanes should be used for play,' and 'parallel streets should be closed to traffic during prescribed hours.' This practice seems to be a very common one in some countries of the world (*Vide* 'Problems of City Life'—Davie, page 680). In his 'The Fundamentals of school Health' (page 92), Dr. James Kerr, Consulting Medical Officer, London County Council, observes: 'Restriction of wheeled traffic in by-streets and *cals-de-sac* for some hours daily, for children's games and play in safety, is a sanitary requirement for healthy living in all great towns. The child wants space and safety. It will not go half a mile to a play-ground, therefore, make the side street safe for some hours daily.' Some years ago, this question of closing side streets for certain hours of the day to provide space for children's play was

debated in the Corporation. No decision in favour of this move was taken, mainly because the existing law did not allow the authorities to close the streets as required. The question, however, has now assumed such importance, owing to the very great overcrowding to which the city is now being subjected that the Corporation should take it up again and move the authorities concerned to pass necessary enactment in the matter. Such an arrangement, if made, will provide space for play with safety not only to school children in the localities concerned but also to numerous young children who are in sore need of such convenience. To make the best use of such conveniences for games and play, it will be necessary to provide direction and supervision also.

(6) The suggestions made so far refer to what may be called daily activities in regard to physical instruction of school children. But opportunities for vigorous games or play where large numbers can take part simultaneously or in groups can be arranged occasionally for the benefit of elderly children by making use of Municipal or other parks. For this purpose, children will have to be taken there on half or full holidays under the care and guidance of teachers who will have to be suitably remunerated for this extra work. If necessary, arrangement for transport of pupils living at distant places will have to be done at Municipal cost. Such a programme is bound to have excellent effect on the attitude of children towards the necessity and importance of physical exercise in general. It will not be out of place here to suggest the formation of suitable voluntary organisations in the City who will help the movement in men and money to supplement the Municipal agency and funds.

8. It will be noticed that in the suggestions made above, large financial commitments have been avoided as far as possible. That some substantial addition in the present expenditure on the department of physical instruction will have to be incurred is certain. There are hardly any facilities worth the name inside the present school buildings, either in the form of independent halls or fairly big rooms to be reserved for physical exercises. If a few such facilities were available in the past, they have by now disappeared owing to over-crowding in schools. The suggestions made above are, therefore, directed towards getting the necessary facilities in the spaces outside the school buildings. It is earnestly hoped that if a proper search is made and whatever available spaces are requisitioned and used as mentioned above, a great advance will be achieved in bringing health and joy to our school children.

B.—Scouting

Historical.

9. The beginning of Scouting for boys and girls in Municipal schools may be traced to the year 1921 when a batch of pupils from Girgaum group of schools was trained in the elements of scouting. The training was then extended to a few schools on the Gujarati and Urdu sides. In the year 1924-25 an important step was, however, taken by the Schools Committee in training a batch of 32 teachers in the Boys' Scout System with the intention of introducing the system on a large scale in Municipal schools (*Vide* page 3 of the Schools Committee's Annual Report for that year). In the following year (1925-26), the movement gathered sufficient strength to justify the formation of a separate Scout District. The Scout Headquarters registered the Municipal Scouts as an independent Local Association with the late Diwan Bahadur A. K. Pai as its first District Commissioner. In the year 1926-27, Professor V. G. Rao, who now occupies the distinguished position of the Provincial Commissioner, Hindustan Scout Association, was appointed as Assistant District Commissioner to assist the Commissioner in coping with the increase in the activity. Later on he succeeded Diwan Bahadur A. K. Pai as the District Commissioner. Professor V. G. Rao continued in that capacity till October 1938. His place was taken up by Mr. M. V. Donde, who continues to hold the office till this day. Mr. M. M. Killedar and Mr. R. K. Achrekar hold at present the offices of Assistant Commissioners.

10. In the year 1928-29, the Girl Guide movement in Municipal schools was placed on a sounder basis. The Girl Guide Headquarters recognised Municipal Girl Guides as an independent unit and Mrs. Shuffi C. Tyabji was appointed Commissioner for Municipal Girl Guides, which office she has been holding since then with great credit.

11. In 1937-38, at the desire of the Municipal Corporation the Municipal Boy Scout and the Girl Guide Associations were disaffiliated from the official Baden-Powell movement and were affiliated next year to the Hindustan Scout Association, Bombay Province. The Associations continue to do good work under the able guidance of their Commissioners.

Present Position.

12. The Boy Scouts branch has one Assistant Organising Commissioner, two honorary District Scout Masters and three honorary District Cub-Masters. There are 58 Scout Troops with 3142 cubs, each troop or pack being under a separate Scout Master. The Girl Guide branch has one Assistant Organising Commissioner helped by five District Captains. There are 51 Companies of Girl Scouts and 111 Bulbul flocks with a strength of 1383 and 2613, respectively. The total expenditure on these two branches comes to about Rs. 28,000 a year, which takes the form of allowances to Officers and instructors, none of whom is a full-time worker for the movement. The Scout Masters and Girl Scouters taking part in this movement receive a small amount of rupees two per month for eleven months in the year, to meet their out of pocket expenses. Total number of such teachers who are in charge of the Scout work is 338 (160 men and 178 women).

13. Pupils forming cub-packs are to be between the ages of 7 and 11. They are, therefore, selected from several standards in a school. The Scout troops are formed from boys of ages 11 to 18, and, therefore, they have generally to be selected from Standard V onwards. This is also the case with girls forming Blue Bird flocks (age 7 to 11) and Girl Scouts (11 to 15). Training in scouting is given to boys between two and three hours a week, out of which one hour is given for the school time and one or two hours extra on half or full holidays. Occasional excursions in and out of the City is a regular feature of the movement. Training in scouting to girls is imparted within school time once a week for one hour which is usually the last period. Girls do not come on holidays for training as the boys do.

Suggestions.

14. The reference regarding this subject made to me is worded 'ways and means to impart compulsory physical training and scouting in Municipal schools.' It is, therefore, presumed that the Corporation desires to make scouting compulsory in Municipal schools and I am asked to suggest ways and means to achieve that object. It is on this understanding that the following suggestions are submitted for the consideration of the Corporation.

(1) It is desirable to make the subject of Scouting compulsory but not to all the children of school age. The activity should be confined to boys and girls reading in Primary standards IV to VII. The present practice is to select boys and girls for Scouting of suitable ages irrespective of the standard or standards to which they belong although most of them may be from the same class. This practice is likely to interfere with the teaching of the normal school subjects and it may also affect discipline to a certain degree as the teacher in charge of Scouting may not be the class master of all the boys or girls in a troop. There is another reason why the activity should be confined to Standard IV and higher standards. The pupils reading in these standards do not leave school in the middle whereas those in the lower standards (standards I to III) do so on a fairly large scale. Continuity of instruction in Scouting throughout the year is essential if it is to produce good results. Besides, children who take to scouting are required to come to school on holidays or go out for excursions in and out of the City. The age and number of children in the lower standards would create difficulties in regard to their attendance and care and the benefit will not be commensurate with the amount of efforts required to train them. An important side of Scout training consists of games which lead to the better health of the child. But as this part of training for the young children of standards I to III has been already included in the programme of improved physical training system suggested above, the children reading in these standards may be kept out from the compulsory training in Scouting. If Scouting is made compulsory in Standards IV to VII, the total number of pupils coming under that system will be about 16,000 boys and 11,000 girls as against the present number of 4,800 boys and 4,000 girls. The number of scouts will be trebled if Scouting is made compulsory in standard IV and above. To attempt to extend the movement to the lower standards (Standards I to III) will, no doubt, considerably swell the number of Scouters, but under the present circumstances it will not be feasible to manage such numbers effectively.

(2) Uniforms, however simple they might have been made recently, do form an important part of the scout training. Uniforms have, no doubt, their value in Scouting as they are in any organised team work and although persuasion may be used, no compulsion should be resorted to by the teachers in this respect. In fact, there should be a clear understanding at least in these days of cloth-rationing that no boy or girl in the standards IV and above should be denied

Scout training owing to his or her inability to procure a uniform. This understanding becomes all the more necessary, as Scouting is proposed to be made compulsory to pupils in these standards.

(3) The most important question to be faced in this proposed expansion of the movement is to secure services of the requisite number of Scout teachers—men and women. This will have to be solved by arranging to train about six to seven hundred additional teachers as scouters in classes and camps specially opened for them. In fact, every teacher in charge of classes from standard IV onwards will have to be a trained Scouter. It is only then that the movement can be expanded on a compulsory basis in these standards. As time is bound to take to complete the programme of training the required number of teachers, it would be advisable to bring first the pupils of primary standard IV under the system and then to proceed upwards according to the availability of trained Scout masters.

(4) A very important feature of the Scout movement is to make available to the Scout Masters and occasionally to the Scouts, a permanent 'hut' or 'den' where they can meet to get training and re-training and for talks and discussions regarding matters on scouting. These huts can be used on holidays and in vacations with great profit but even on other days, in the evening or at night they may be used with advantages if they are within the City itself. It is, therefore, proposed that in all Municipal parks, a corner should be reserved for this purpose and a permanent hut with the necessary appliances and equipment should be built and maintained at Municipal cost. The question of having such a structure in the Gilder Tank Compound may also be considered. This will very much help not only to promote the knowledge and efficiency of the Scout Masters but it will also serve as a centre from where the scouters and the scoutmasters may find opportunities to render social service in various forms and thus fulfil the important aim of the Scout movement. For lady teachers, somewhat different arrangement will have to be provided for. There are a few Municipal owned school buildings in the City with compounds around them. These will have to be made centres for the lady Scout teachers, as 'huts' in parks are meant for the men teachers.

(5) One of the most important aims of Scouting in schools is to provide opportunities to Scouts to do some kind of social service, however small it may be, to the people around them so that a sense of social service to the community at large may develop in them from

an early age. If this feature is not given prominence in the Scout training in schools, the training loses much of its benefit and becomes almost unreal in spirit. Children are remarkably capable of doing acts of social service if they are given proper opportunities and guidance. At present this aspect of the training is reflected in the participation by the Municipal Scouts in several social activities such as exhibitions, conferences, fairs, etc. This gives scope to very small number of them. It is necessary to devise ways and means by which almost all Scouters can do their bit in the direction of social service. This aim can be secured by making every one of the 75 proposed school districts (*Vide* Chapter IV paras 62-70) as area units for rendering such social service. The service may take form in batches of Scouts going round the area on holidays in order to inspect and improve sanitation and cleanliness of the dwellings in the area. They may muster small children in the area and arrange for their recreation in the form of story-telling, songs, play and games, etc., if any suitable space is available for such work. Scouts in the Upper Primary standards may read newspapers to groups of illiterate adults at times and even take up on a smaller scale the work of promoting literacy among the illiterate adults. Elderly Scouts can be instructed in the use of telephone numbers to establish contact with Fire Brigade, Ambulance, Police and Electric Service Stations. In fact, these are only a few of the items regarding social service which Scouts can attend to. A resourceful Scout Master can guide scouts in many other acts of social service befitting their age and capacity.

Co-ordination of Physical Training and Scouting.

15. Physical instruction of school children and their training in Scouting have a common aim of promoting the health of the school child although scouting goes further and aims at character-building and inculcating habits of social service also. The two activities must be, therefore, as far as possible intimately co-ordinated in the personnel for supervision and guidance and also in the teaching staff. Facilities of open spaces for play and games, provision of 'huts' in Municipal parks, use of certain Municipal school premises with compounds for training of lady teachers in physical instruction—all these will be used in common by teachers and pupils for physical instruction and Scouting. Such a co-ordination, if properly secured, will go a great way in bridging the gulf that now appears to exist between the two important activities—Physical Training and Scouting.

A permanent place for instruction, training and recreation of teachers and pupils outside the City.

16. The suggestions made above for securing all available open spaces in the City including the Municipal parks will, no doubt, do a lot of good to the health of the school children and also provide means for their recreation ; but such measures are bound to have a limited scope in the crowded City of Bombay. The teachers and the children, therefore, must be provided with required facilities out of the City, preferably in the suburbs. It is not possible on the score of expenditure to make such provision on a large scale at present but to make a beginning in this direction will not be financially prohibitive. A fairly extensive plot of land may be secured outside Bombay and structures should be erected on it to provide for the boarding, lodging and instructional facilities for teachers and pupils to the extent of about one hundred in number. The place will be occupied and used by batches of teachers and/or pupils throughout the year including vacations for the purpose of training in Physical Instruction and Scouting and for their recreation and instruction also. Batches of pupils accompanied by teachers may be taken there for a stay of a day or two. If the stay is to be extended to half a week or a week at a time, facilities for the academic instruction of children during a part of the day will have to be provided. By fixing up a properly controlled programme, a large number of pupils and teachers can take advantage of such a centre or centres and thus they will be able to spend a whole day largely devoted to open air activities. The salutary effect of such visits on the mind and health of children can be better imagined than described. The cost of the acquisition of land and construction of the necessary structures on it will be of a non-recurring nature and can be met by the Municipality with ease. Regarding the cost of conveyance and boarding of the teachers and children, a substantial part of it will have to be borne by the Municipality as some of the children are expected to meet a part or whole of the expenses.

CHAPTER XIII.

Medical Inspection and Treatment.

Milk Supply and Mid-day Meals.

Medical Inspection and School Clinic.

(Details about the origin and growth of this Service and of its working will be found in the Book 'Medical Inspection of School Children and School Clinic', published by the Bombay Municipal Schools Committee in the year 1938).

Medical Inspection.

1. In 1914, the Bombay Municipal Corporation first undertook the experiment of instituting periodical medical inspection of Municipal school children in Bombay. The Schools Committee was entrusted with this work and they opened for this purpose a small establishment of doctors. In the beginning, the system consisted of selecting certain schools and examining all the children of those schools. Later on, it was decided to examine all children attending Municipal Schools, at least twice during their school career. The present system, however, has been as follows :—

'New entrants to Standard I (First Year Class), old children in Standard I (the same class) who could not be examined in the preceding year as they were not in schools or were absent at the time of inspection and all children in Standard III are examined every year.'

2. The present staff of this Department which consists of 4 Medical men and 3 Medical women can examine with the assistance of an equal number of School Health Nurses about 43,000 children in the year. After examining the children, reports describing the ailment or ailments from which the children may be found to be suffering are prepared and sent to the guardians concerned. The guardians are interviewed in schools or in the office with a view to persuading and advising them to get their ailing children treated either at the Municipal Dispensaries or at the School Clinic or privately.

School Clinic.

3. Prior to 1931, only minor ailments were attended to at the Municipal Dispensaries. It was felt that the work of the Medical

Inspection Department would not yield good results unless arrangement was made for the treatment of children in a special School Clinic. In order to achieve this purpose, the Corporation decided to start a special School Clinic in the year 1931 at the K.E.M. Hospital (one of the Hospitals maintained by the Municipality), where children suffering from various defects were taken with the consent of their guardians in Municipal buses and given necessary treatment under supervision of the hospital authorities. This arrangement has been found very beneficial. The treatment given is free of any cost to the parents.

4. Upto March 1936, this service was under the direct control and management of the Bombay Schools Committee. It was, however, felt that the service would work more efficiently if it were placed under the control and management of the Chief Executive Health Officer, who controls the Public Health Department of the Municipality.

5. The latest available statistics (1947) relating to this department are as under :—

26,300 children were medically inspected in 1947. They were from 266 schools out of about 400 schools with about 1,02,000 children. Out of the children examined, about 19,000 were found to be suffering from some ailment or ailments. The number of children treated was about 1,600. They formed about 8,000 cases for treatment as some of the children had to be treated for more than one disease and at repeated intervals.

The total expenditure on the establishment (1947-48) amounted to Rs. 48,000 and the estimates for 1948-49 are shown at Rs. 80,500 which may involve substantial additions to the staff and the extension of school clinic facilities.

Milk Supply for School Children.

6. The following extract from a report obtained from the Medical Officer (Schools) of the Municipality gives the history, progress and the present organisation of the Milk Supply Service to school children :—

“ In 1939 a further advance was made in the direction of improving the health of children in Municipal Schools. The Corporation supplied pasteurised milk to those children who were found to be suffering from malnutrition and for two years

every child in Infant Class who was found undernourished was supplied with 6 oz. of pasteurised milk for 5 days in a week in the school. According to the plan the supply of milk was to continue for four years continuously. But after two years it was discontinued under financial stringencies. After 3 years or so on recommendation of the Sub-Committee appointed by the Corporation under their Resolution No. 828 of 10th December 1943 the scheme of giving free pasteurised milk to undernourished needy children attending the Municipal Schools was considered seriously and the scheme was put into operation from 17th August 1944."

" According to the arrangement sanctioned by the Corporation milk was to be distributed at centres situated outside Municipal School premises. 77 centres were selected and children who were certified suffering from malnutrition and whose parents' consent to pasteurised milk being given to them were to be supplied milk on their way to their respective schools before school hours. This scheme did not work well and the children had sometimes to go much out of their way to take milk. The hour of taking milk was also not convenient being almost immediately after they had taken their meals. This arrangement was in force since 1944 upto the end of August 1946 and had to be suspended in the first week of September on account of disturbances that started in the City. The same was revived and the actual distribution of milk to the undernourished children of the Municipal Schools began from 5th August 1947."

" The Medical Officers of this Department certify the children as undernourished during the course of their inspection. [Children who are found to be of under weight and height compared to the standard fixed for an average healthy child are certified as undernourished and hence they are recommended for milk ration.] Parents of such children are intimated through the heads of their schools on a milk ration form and their consents are obtained with regard to their willingness to give 6 oz. of milk to their children on every school working day, except on Fridays in the case of Urdu Schools and on Saturdays in the case of other schools. When the consent forms from the parents are received by the Medical Officer (Schools) through the heads of schools, milk ration cards are prepared in the names of the undernourished children and these cards along

with brass tumblers (one tumbler for individual card) are given in the charge of the teacher who has been appointed by the Secretary, Schools Committee, to do the Milk Scheme work, during his recess time. Teachers do the clerical work while the peons do the manual work of scrubbing, washing and cleansing the tumblers and milk utensils. The teachers are responsible for receiving the milk quotas of their respective centres and to see that the quantity so received is distributed to the children unscrupulously."

"As there are nearly 420 schools distributed throughout the City the centres of distribution have been reduced to 281 by grouping the schools wherever possible. These are located in convenient schools. Children from one or more schools are directed to a centre to receive milk according to the location of one school from another. Every care has been taken to fix a centre for the convenience of a non-centre school. Every school is not made a centre for three reasons, *viz.*, (1) when two schools are located in one building (2) distance between two schools is not much and (3) milk receiving children in a school being very few, these are amalgamated with the children of another school nearby. By and by as the scheme expands and when there be enough children in such schools the individual schools will be made into centres."

Milk Distribution Work.

"The Milk Commissioner, Government of Bombay, supplies the required quantity of pasteurised milk according to our fortnightly indent which is issued on him a week in advance. The milk is received by him from Anand, Polson's Ltd., and the same is given to us at the Polson's Ltd., Mazagaon. The Dairy Manager, Polson's Ltd., Mazagaon, gives the daily quota in charge of the Municipal Officer [The Chief Supervisor (milk)] between the hours of 8 and 9 A.M., (Bombay Time). This officer with the help of three Attendants and seven peons arranges to fill our milk cans with the respective quota of each school. These cans are then sealed, labelled and dispatched in Municipal-owned motor fleet for distribution to the centre schools."

"The 281 centres have been again grouped into seven divisions according to the locations of the schools and such divisions comprise on an average of 40 schools. One truck is allotted to each division and hence 7 trucks are employed to distribute milk to the centres."

Each truck is accompanied by a peon or in his absence by an Attendant who delivers milk cans to respective schools and receive at the same time the cans of the previous day. The empty cans thus collected by the peons are taken to the Government Dairy at Worli and sterilised on steam heaters. For this purpose the Milk Commissioner has appointed some labour staff at our cost."

"In the centre schools, where milk is distributed to the under-nourished children the Head Masters are authorised to exercise supervision over the staff doing the work of milk scheme, i.e., a teacher keeping the record of milk received and distributed to children, making the muster of the milk recipients."

7. The reason of quoting this rather long extract describing the whole process of milk supply to children, as it is carried on in Municipal schools at present, is this. The experiment stands unique not only in this Province but in other Provinces of India also. It will appear from the account given that great thought and care have been given to evolve a system of distribution of milk to school children. Those who may like to introduce such a service will be much profited by the information given above in details.

8. At the end of 1947, about 10,000 children certified to be undernourished by the medical officers were supplied with pasteurised milk at the rate of 6 oz. per day. This figure is reported to be 12,400 in November 1946. The expenditure incurred on this service in the year 1947-48 came to about Rs. 1,20,000. The estimates for 1948-49 are put down at Rs. 3,14,000. The latter figure, of course, envisages a large number of children to be brought under the Milk Supply Scheme.

9. I am giving below a few suggestions with regard to the widening of the scope of Medical Inspection and treatment of school children at present followed in Municipal Schools.

Medical Inspection : Some Suggestions.

9A. The present practice is to examine medically children in the lowest standard (Standard I) and in Standard III when the Medical Officer goes to a particular school in the course of his yearly round. In a normal system of schooling, where admissions are restricted to the beginning of the year and where children who join school in the lowest class remain in the school till they finish their course of four years' instruction, every child under this practice is likely to be subjected to two inspections in his school career.

Considering the practices prevailing in other countries, two medical inspections in a normal school career of four years may be considered sufficient. For instance, in England, statutory requirement demands three inspections at intervals in a school career of seven years, the first in the admission year (age 5), the second at about the age of 8 and the third at about the age of 12. But the peculiar conditions of admission and retention of school children in the City of Bombay make it impossible for every child in the school to have two or sometimes even one medical inspection in his school career of four years. Children are admitted in the lowest standard (First Year Class) during the first six months of the year as per present practice. Children who come to Bombay from outside with school leaving certificates are admitted throughout the year in any standard. Supposing a medical officer inspects children of standard I of a school, say, in the month of July, a number of children who join that standard in the subsequent months of the year will have no chance of medical examination for about two years, *i.e.*, till they are promoted to standard III. Those who would join standard III after the date of inspection will have no chance whatever of being medically examined even once in their school career. Besides these children joining late in the year, there will be not a small number of children who may escape medical inspection altogether, because of their absence at the time of medical inspection each year. It would be admitted that every child must be subjected to the medical examination during the first year of his entrance to a school. If this objective is to be achieved, the present system must be modified as to leave no fresh child unexamined at least in the first three standards of the four years' school course. Majority of fresh entrants into standard IV leave school for good after the completion of that standard, and although it may be desirable to examine such children, it may not be obligatory if the medical inspection staff is unable to cope with the work of examining these children. For the rest of the freshly admitted children, however, it is an obligation which should be discharged by providing necessary medical staff, whether full or part-time or even honorary, according to the funds available for the purpose. According to the report of the Medical Officer (Schools), the present staff can examine about 43,000 pupils in an academic year. The total number of pupils on roll (1-10-1948) in standards I and III is reported to be about 70,000. This number does not include any fresh admissions in the Second standard up to 1st October 1948. It is, therefore, obvious that the present staff of Medical Inspectors will not be able to cope with the medical inspection of all children in standards I and III and new admissions in standard II.

It has been mentioned above that additional help for medical inspection will have to be given by appointing sufficient number of full or part-time medical inspectors and/or by seeking voluntary help from private medical practitioners in the City.

9B. Regarding the recruitment of full-time medical officers to cope with the proposed increase of medical examination work, no suggestions are deemed necessary, because the Chief Executive Health Officer is competent to take steps in this respect if the necessary finances are made available to him. The recruitment of part-time medical officers deserves special comment. It appears that the practice of taking the help of part-time doctors for medical examination of school children is a common feature of some systems in other countries. The following extract from 'The Special Services of Education in London' (1929), page 17, will illustrate the practice :—

“ The senior doctors at the County Hall and their administrative assistants are the headquarters staff officers. The local divisional medical officers supervise the detailed arrangements for the medical inspections of the school children. The inspections are carried out by the school doctors. These men and women are often employed for part of their time only by the London County Council, the rest being spent in private or hospital practice. By this means the doctors, while being specialists in the detection of children's ailments, do not lose touch with the general practice of medicines.”

“ In addition to the supervising officers, there are twenty-three full time school doctors and seventy-seven part-time school doctors.”

It thus appears that in London, the number of part-time school doctors is more than the full time doctors. If it is found that the engaging of the services of part-time doctors is economical from the financial point of view, there should be no objection for such a move.

9C. Regarding the question of seeking the help of private medical practitioners in an honorary capacity for the medical inspection of school children, it is necessary to state here that the system was tried in the two years 1931-33. In the first year of the experiment, about 64 doctors worked in the scheme and examined about 4,600 children, although according to the expectations they could have examined at least 20,000 children. In the second year, about 800 children were examined. In this experiment of securing

honorary services of doctors, services of nine doctors from the Health Department were also secured. They could examine about 3,800 children, in the first year. In the second year, however, their services could not be spared by the Executive Health Officer owing to pressure of work in his own department.

9D. The above account of the experiment, no doubt, is not encouraging. Careful consideration must, therefore, be given to the revival of the system of engaging honorary services of doctors. A period of fifteen years has elapsed since the experiment was tried. Desire to serve the public and particularly the children in the City has been steadily increasing since then. It may, therefore, be hoped that the revival of the experiment would be worth-while. Even if it fails once more, nothing would be lost. It may be pointed out that the suggestion made at another place (Chapter IV, Para 61), of grouping a few schools into what is called a 'district' would very much help to carry out successfully the system which failed in 1933. If a doctor practising in a particular district (and they are 75 in number) is requested to help in the work of medical examination of children in his district only, he may undertake it willingly and do it successfully. There is every chance of such an appeal receiving proper response, because the doctor concerned will thereby be enabled to come in closer contact with the residents of the district through the children. Some guardians who can afford it may choose to receive private treatment from the doctor himself.

10. There is one important question that ought to receive consideration in connection with the medical inspection of school children. The present practice is to exclude altogether pupils reading in the Upper Primary and Central Schools from the benefit of medical examination and consequent treatment. This has been, no doubt, due to financial consideration. The number of pupils in these classes is about 15,000, of whom about 4,000 are reading in standard VI. It would be in the fitness of things if the pupils in standard VI are given the benefit of medical inspection and treatment as has been given to others in the lower standards. Pupils of standard VI only are recommended to be medically examined because it is desirable that there should be at least three medical examinations in the seven years' school career of a pupil as has been the practice elsewhere. If it is considered desirable to extend the scope of medical inspection, the need of the pupils in the Upper Primary and Central Schools should also receive attention.

11. Medical examination alone if it is not followed by treatment of cases requiring urgent attention is of little value. In extending the scope of medical inspection of children as suggested above, it should be borne in mind that there must be a proportionate increase in the facilities for subsequent treatment. If the latter could not be extended, it is a question whether the former should be.

Training of teachers in observing the general health of school children and in detecting cases requiring urgent medical aid.

12. The School Medical Officers examine stray cases of children requiring urgent and immediate attention if they are invited to do so by the Head Master of a school. This is no doubt a very healthy practice. Children develop ailments at times which even a teacher can easily detect. Children are sometimes found to develop listlessness and indifference to school work. They appear weaker and paler than before. A little effort on the part of the teacher would enable him to detect defects of vision and hearing. These and other drawbacks of defects in the general well-being of a child can easily be noted by a teacher and if they are attended to in time, the child will certainly be much fitter to receive instructions imparted in schools. Something in this direction is, no doubt, done by the teachers at present when they invite the medical officers to pay special visits to their schools. With a view to putting this very desirable practice on a sounder basis, it is suggested that a systematic course of instruction by lectures, pamphlets and demonstrations should be given to the teachers so that in course of time they may be able to detect cases requiring immediate medical attention and report them to the medical officers concerned. The course may also include instruction in taking measurement of height, weight and chest and also in testing the vision and hearing of children. Appliances for taking the measurement may be kept at a central place in a 'District'. This would facilitate the work of teachers in these elementary tests which hardly require the services of a doctor. A systematic record of such measurements kept by a teacher for his own class will very much facilitate the work of the visiting doctor and it will result in the examination of a large number of pupils by the doctor than is otherwise possible. The most important aspect of the training of teachers in this direction is a change in their outlook which would be directed towards observing the health of children and detecting some of the ailments requiring immediate attention. In fact, the teachers will cultivate the habit of looking to the health of the child as an important part of their daily school work. If the teachers cultivate the

habit of observing the health conditions of children as a routine part of the school work, it will be possible for them to pick up cases requiring immediate medical attention and thus the Medical Officers will be enabled to attend to a far greater number of such cases than at present. The value of taking the help of teachers as the first step towards a systematic inspection of school children in large numbers will be fully realised when the following observations of Dr. James Kerr in his standard book 'The Fundamentals of School Health' (page 632) is given due consideration :—

“ Instead of an examination at long intervals, there ought to be an annual inspection by the school doctors ; if this deemed too much for the results, then the ideal school scheme would be a frequent screening of children by the teacher, who would presently value health and teach others to do so also. The teacher's first selection would again be reviewed by the school nurse, and her selection by the doctor. Efficiency by this scheme would be doubled or trebled, and probably the cost less than halved. It could always be checked by occasional detailed examination of all in certain schools or sections.”

School Clinic and Medical Treatment.

13. Under the present arrangements of treating ailing children in the Municipal School Clinic at the K.E.M. Hospital, about 1,600 such children were treated out of the 19,000 children found to be suffering from some defect or other from among the total of 26,000 children medically inspected in 1947. These 1,600 children had to be given treatment at repeated intervals and for one or more than one defect. They thus formed about 8,000 cases so treated at the K.E.M. Clinic. A few cases of dental treatment are being sent to the Nair Hospital from this year as an experiment. To put it in a nutshell, out of about a lac of children reading upto standard III inclusive, about 2,000 children may be said to be receiving special medical treatment for their ailments in the Clinic and elsewhere. The need for extended facilities for treatment of ailing children is obvious. The Medical Officer (Schools) reports :—

“ To afford relief and medical aid to many more children, a proposal, in consultation with the Dean, K.E.M. Hospital, has been set at foot, to treat at least 6,500 children annually. When the Corporation approves of this proposal and sanctions the staff and other facilities required in connection thereto, expanded Clinic will work in full swing.”

In reply to a request made to the Executive Health Officer to supply the Special Officer with the proposed scheme for expansion of School Clinic, he replied :—

“ The scheme has not yet been approved by the Standing Committee and the Corporation and it will not, therefore, be possible to give details of the same.”
and added :—

“ A full scheme on the expansion of the school clinic to treat about 10,000 children at least will be sent to you for information as soon as the proposals are approved by the Corporation.”

14. From what is said above, it is evident that the officers in charge of School Medical Service are fully alive to the need of expanding the clinic facilities. It is not, therefore, necessary here to press the need further. However attention of the authorities is drawn to the noteworthy feature in the London system which is described in the following extract :—

“ A careful watch is kept by the school doctor on the progress made towards recovery of children found to need attention. All such children are kept under observation ; and re-inspected until they are found no longer to require treatment.”

(*Vide* page 23, Special Services of Education in London).

Something on these lines ought to be done in Bombay also.

15. Another feature of the English system of medical treatment of school children also deserves notice. In accordance with the requirements of Section 81 of the Education Act, 1921, arrangements are made in England to recover the whole or a part of the treatment charges on a prescribed scale from parents of the children so treated. Of course, due consideration is given to the economic condition of the guardian while fixing the charges. Sometimes guardians are exempted from paying any charges whatever, if they cannot afford to pay them (*Vide* Rule No. 730 of the Rules of the Education Committee, London County Council, 1938, pages 353 and 254 and *vide* para. 92—payments by parents for medical Treatment, pages 109 and 110—Education Department by Alfred E. Ikin). While it is obviously necessary to render free treatment to children if the guardians cannot afford to pay for it, it stands to reason (and the English Education Act provides for it) that guardians who can afford to pay a part or whole of the charges should not altogether escape the obligation.

Supply of Milk to School Children.

16. The present scope and working of the distribution of milk to school children have already been described above (paras 6 to 8). The idea of the milk supply was first initiated in Corporation Resolution No. 349 of 18th August 1936. After a good deal of discussion, the Corporation finally approved under their Resolution No. 536 of 19th October 1938 the scheme which was submitted by the Standing Committee under their Resolution No. 679 of 14th September 1938. The papers underlying this Resolution of the Standing Committee will prove interesting reading. Various aspects of the question, pros and cons, doubts and hopes are amply discussed in several minutes written by the members of the Standing Committee. They form the only record so far available of a discussion of the aims and objects of the scheme, its advantages and limitations. Ten years have elapsed since the scheme was first approved by the Corporation and nine years since it was first brought into operation (March 1939) ; and although for about three years (1941-44), its operation was kept in abeyance owing to financial stringency, it has been worked out in all for six years. [It is necessary to assess from time to time the results of such a scheme by a scientific study of relevant statistics although it may be on sample basis.] It appears from the records available that such a study was done sometime in 1941 (*Vide* Municipal Commissioner's letter No. H/5853 dated the 26th July 1941 to the Municipal Secretary and printed on pages 1523 to 1526 of the Schools Committee's proceedings of 27th January 1943). It is pointed out in the letter, that a child aged between 6 and 9 years grows two inches in height and 4 lbs. in weight annually. A child who does not come to this standard is considered as ill-nourished and selected for milk ration. Children who received milk ration for more than one hundred days continuously before the date of investigation were examined and it was found that on an average, each boy grew 2.5 inches in height as against 2 inches which is the normal figure. The increase in weight was 5 lbs., as against the normal figure of 4 lbs. The conclusion drawn is as follows:—

" This indicates that children, who prior to milk ration were below normal, not only made up the deficiency in height and weight but gained a satisfactory increase in both respects."

Such and similar investigations must be made at intervals with a view to assessing properly the effect of the milk ration scheme and to see whether after a particular period of continuous milk supply, the

milk ration may be transferred to another child whose need may be greater. The above investigation indicates that a very satisfactory change could be secured in the child's health due to the supply of milk for more than one hundred days continuously. It is desirable to have such sample investigations carried on by competent outsiders also so that the problem may be studied from points of view which may not strike an official.

17. The object of giving milk to selected children in the Municipal Schools is, no doubt, to prevent the value of education being lost through the inability of children to profit from it owing to weak health. The Corporation Resolution No. 349 of 18th August 1936 contemplated to provide 'free daily supplies of milk to the *undernourished needy children* attending Municipal primary schools in the City.' This has remained all along the fundamental objective of the scheme. The word 'needy' may mean those children who are necessitous or poor or it may mean those children who are physically in need of milk irrespective of the economic ability of their guardians. Discussions recorded in the papers underlying Standing Committee's Resolution No. 679 of 14th September 1938, which was substantially confirmed by the Corporation under their Resolution No. 536 of 19th October 1938 show, that both the interpretations of the word 'needy' mentioned above were before the Standing Committee for consideration. The Committee, however, did not choose to make distinction between the well-to-do and poor undernourished children so far as the milk supply was concerned. The Corporation's endorsement of the Standing Committee's Resolution can be taken to mean that they also were of the same view. The present practice is not to discriminate between undernourished children whether of the poor or of those who are not so and it, no doubt, is in accordance with the spirit of the Corporation Resolution referred to above. It appears that this view of being impartial to all undernourished children in respect of milk supply is open to argument. If the Corporation were to supply requisite funds to give milk to *all* undernourished children and not to a selected number from amongst them, it would be justified to make no discrimination between children and children, but when hundreds of undernourished children from the poorer section of the community have to be left out of the operation of the scheme for some reason or other, it is a question whether it is fair to supply milk free of cost to undernourished children whose parents may afford to either give the required nourishment at home themselves or to pay partially or wholly for the milk supplied in schools. No doubt,

both the sides of the question deserve consideration. Now that the scheme is in force continuously for more than four years, the results may be reviewed critically and a final decision may be arrived at by the Corporation as to whether they would like to continue the policy followed hitherto of not making any distinction based on the economic ability of the guardians of the undernourished children selected for free milk rationing.

18. Another important question which the Corporation will have to tackle is this. The present practice is to examine children reading in Standard I and III of a school on a particular day or on fixed days reserved for medical inspection. [A list is made of the undernourished children from the lot examined and they are earmarked for milk rationing. Children who join those standards after the medical inspection and some of whom may be equally undernourished have obviously no place in the list. Regarding the children in standards II and IV, except those who may be receiving milk ration from their entry into standard I or standard III, no account is taken of any undernourished children for milk rationing. The result of this arrangement is that in a particular school out of the total number of undernourished children, only a section gets the benefit of milk.] Besides, some of these left-out undernourished children, and their number is not small, may be in greater need of milk than those who may be actually receiving it. In order to make the distribution system more effective, it would be better to arrange for a periodical review (say every six months) of the most deserving cases of malnutrition in schools and to make additions and alterations in the list of children to be provided with milk. It is possible that some of the children who may be receiving milk for a year or so continuously may surrender their ration cards to others without much loss to themselves but with greater profit to others. In a scheme of free milk supply with restricted funds, where *all* undernourished children cannot be brought under the scheme, it is a wise and fair move to make the milk available first to the most needy and then to the less needy. If it is found necessary to strengthen the agency which is to select children for milk supply by periodical reassessment of cases as suggested above, it has to be done in the interest of an equitable distribution of milk to undernourished children according to the urgency of their need. [Under the present arrangement, it is not improbable that some acute cases of undernourished children from the poorest section of the community may be in school for all the four or five years of their career and yet may not have the chance of receiving milk ration.] This

is bound to be so in the case of children who for one reason or another happen to be absent on the day or days of inspection in the first and third standard of their school career.

19. An undernourished child ought to receive milk in the school continuously for one year in order to derive some visible benefit from it. In Bombay Municipal Schools, the usual experience is that between one-fourth and one-third of children joining the First Year Class leave school in that year. A greater proportion of children leave school in the second year of their career. This fact must be taken into account in the milk ration scheme if solid results are to be derived from it. If a child receiving milk ration leaves school in the middle of the first year, the object of the scheme will hardly be realised in his case. It is, therefore, necessary to investigate statistically cases of children leaving school in the middle of the first year or even in the second year so that the actual position in this respect may be fully realised and suitable steps taken to improve the situation as far as possible. Such an investigation should be undertaken early as it will help the administration to eliminate the defect if it is found to exist to an appreciable extent. This type of investigation must also include statistical information about children receiving milk ration *continuously* for periods mentioned below :—

- (1) for six months,
- (2) for one year,
- (3) for one year and six months, and
- (4) for two years and above.

A statistical survey of this type will enable the authorities to assess approximately the actual benefit of the scheme to school children irrespective of other factors.¶

20. The present practice is to include almost all Municipal Schools in the milk ration scheme. [In each school a certain number of undernourished children receive the ration. As has been pointed out above, a good many undernourished children who might not have been subjected to medical inspection for some reason or other have to remain without milk ration.] A fair deal demands that all available undernourished children in a particular school to which the scheme is applied should receive milk. If funds do not allow the inclusion of all school children in the operation of the scheme, it would be desirable to select a certain number of schools particularly those in areas whose school population is predominantly poor and, therefore, undernourished. [If the operation of the scheme were restricted to such schools only, it would be possible to

supply milk to all undernourished children in these schools and not a section of them only. Such a step is likely to result in saving the cost of distribution of milk and other incidental items. This saving can be easily diverted to supply milk to more undernourished children than at present.] It would be also possible for the medical officers to keep a closer watch over the effects of the scheme and its general working also. This suggestion does not at all aim at reducing the number of children receiving milk ration. It aims at effecting a change in the present system of distribution of milk so as to concentrate the efforts on schools where the proportion of undernourished children may be greater owing to economical disabilities of the guardians.

Mid-day Meals.

21. The question of the supply of mid-day meals in their various forms such as hot food consisting of rice, *chapati*, vegetables, etc., or snacks of various kinds, has come into prominence very recently so far as the Municipal Schools are concerned. During the last two years, this question has been the subject of a long correspondence between the Schools Committee and the Municipal Commissioner who himself initiated the enquiry into the problem on receipt of a letter, dated the 24/27th December 1946 from the Secretary to Government, Civil Supplies Department. The Government of Bombay appointed a Nutrition Committee to examine the question of the health of the public from the nutrition point of view. This Committee made a general recommendation to Government, *inter alia*, that it was essential to give 'some assistance to school children in increasing the intake of food' and particularly desired Government to request the Bombay Corporation to consider the question of introducing a system of afternoon feeding at schools by providing a mid-day meal or at least milk, butter milk or fruits with nutritious snacks prepared from puffed rice, ground nut, gur, etc. The Secretary to Government, Civil Supplies, states 'that the Government of Bombay feels that the question of service of mid-day meals or snacks free of charge to children attending Municipal Schools in Bombay should receive urgent and earnest consideration of the Municipal Corporation.' The Municipal Commissioner referred the matter for consideration and opinion to the Schools Committee. The Secretary, Schools Committee, submitted to the Schools Committee an illuminating memorandum on the subject together with exhaustive remarks of the Superintendents of Schools

which dealt with several aspects of the problem and gave an idea of its financial implications (*Vide* papers underlying Schools Committee's Resolution No. 1592 of 5th March 1947). The Committee under their Resolution referred to above authorised the Secretary to submit her report to the Municipal Commissioner. The Municipal Commissioner subsequently wrote to the Secretary, Schools Committee, to give her opinion on certain alternative scheme proposed by the Nutrition Officer so that some beginning in the form of an experiment may be made in the matter of the supply of mid-day meals or snacks pending final decision on the comprehensive scheme in favour of all Municipal school children. The Secretary, Schools Committee, obtained a report on the alternative scheme proposed by the Nutrition Officer and submitted it to the Commissioner with the permission of the Schools Committee (*Vide* papers underlying Schools Committee's Resolution No. 1260 of 17th December 1947). The matter seems to be under the consideration of the Municipal Commissioner and no final decision on it seems to have been arrived at so far. The question has been so critically discussed in all its aspects, including financial, in the various reports and letters referred to above, that no useful purpose will be served by discussing it here in detail.

22. An excellent feature of the 'Mid-day Meals' scheme is that the initiative has come from the Government of Bombay. When the Corporation took up the scheme of 'medical inspection of school children, their treatment and supply of milk, they did it on their own initiative and responsibility. It is, therefore, certain that Government will gladly bear substantial share of any expenditure that the Corporation may incur on this account. Besides, (the need of supplying mid-day meals to school children is so obvious that there will be no difference of opinion regarding its urgency). The only question that will have to be tackled is about finance and the administrative machinery to be set up for the purpose. It has been reported by the Superintendents of Municipal Schools that 'for approximately 230 working days in the year, the total financial liability will be Rs. 92,09,700 (85,500 children free, 21,000 children paying one anna, 3,500 children paying 2 annas, 700 paying 3 annas and 400 paying 4 annas, cost of each snack being calculated at 6 annas). With 10 per cent reduction for absentees the total liability will be Rs. 82 lakhs per annum. This scheme is obviously unworkable on financial grounds even supposing Government were to bear a substantial part of the expenditure.

23. In the letter, dated the 22nd September 1947 addressed by the Municipal Commissioner to the Secretary, Schools Committee, it is stated [the Health Officer suggests giving of snacks (1 banana and 1 ground nut cake or similar articles) to all children. He says that this will cost about Rs. 25 lakhs on the basis of annas two per head per day for 1 lakh children for 200 days in a year.] Here too, the financial responsibility seems to be great in the present circumstances. No scheme of mid-day meals or snacks which intends to cover all the children in Municipal Schools numbering more than a lakh will be a financially feasible proposition at least in the near future. It is, therefore, obvious that any scheme for the supply of mid-day meals or snacks to school children must be in the beginning restricted to certain selected number of schools mostly attended by poorer sections of the community whose need for additional intake of food is greater.

24. Supply of hot mid-day meals seems to be out of question in these days of rationing. Out of the various kinds of snacks, those suggested by the Health Officer are not only easily available but they can be easily served to children. These snacks are to consist of '1 banana and 1 ground nut cake or similar articles.' The cost of such snacks being annas two each, the financial liability can be easily borne as the scheme is to be applied to some selected schools to begin with. An important question to be considered in this connection is whether a part of the funds now earmarked for milk supply should be diverted to the supply of snacks to school children. Although opinions may differ on this question, I am of opinion that if additional finances cannot be spared, a part of the Milk Supply Grant may be used for this experiment. This is being suggested because the experiment of supplying some food in the form of snacks must be tried as early as possible, so as to gain experience as to its utility and feasibility and the sooner it is done, the better.

CHAPTER XIV.

The Leave Rules for various employees and removing the disparity, if any.

One of the references made to me is "The Leave Rules for various employees and removing the disparity, if any."

1. As the employees of the Schools Committee are governed by the very leave rules by which employees in all other departments of the Municipality are governed and as my appointment is not made for examining conditions prevailing in the Municipal service as a whole, I am led to infer that my scope of enquiry or my field of recommendations ought not to include considerations, which will in their effect, lead to the alteration of the general principles of fundamental ideas governing the spirit of the existing leave rules. When I tried to find out by inviting written suggestions from or through personal discussion with representatives of the Schools Committee's employees and their Associations, I found that they would like to have a number of changes of a fundamental nature, and I enumerate below the more important ones out of them :—

(1) Replacing the leave rules for new entrants (*i.e.*, employees who entered service on or after 16th July 1931) by the old rules which apply to employees who entered service prior to that date.

(2) Removing the distinction between rules applicable to employees in superior service and employees in inferior service.

(3) Removing the distinction between rules applicable to permanent employees and rules applicable to non-permanent or temporary employees.

2. I find that the consideration of these and other minor suggestions of a similar type involve the wider question of revising the general policy and principles which have been accepted in the Municipal Services as a whole. I also find that the Municipal Leave Rules have in the past been mostly based on rules prevalent in Government services and the revisions made therein from time to time have also been based on the Government model and this policy cannot but be considered to be a sound policy.

3. Any important variations in the Leave Rules are also calculated to have far-reaching financial implications and therefore such variations should be made by the authorities after taking into

account the financial burden involved if those variations were made applicable to all the staff in all the departments of the Municipality.

4. I also find that since I was entrusted with this enquiry, certain major changes in the Leave Rules have already been sanctioned to the advantage of non-permanent employees and of employees in inferior service with the result that non-permanent employees in superior service and permanent employees in inferior service now earn leave on full pay at the rate of 1/11ths of duty as against the former rate of 1/22nds and employees in inferior service can now accumulate leave upto a limit of 80 days instead of the former limit of 30 days. These very welcome changes which have been recently put into effect have gone a great way in relieving the grievances of the Municipal employees in general including the Schools Committees' employees.

5. There is, however, one important point on which it appears necessary for me to make a recommendation. A fairly good number of the Schools Committee's employees consists of women. In the case of women in superior service, Maternity Leave on full pay upto three months is admissible. The period is counted from the date of proceeding on leave prior to confinement and is limited to six weeks from the date of confinement. In the case of miscarriage, no such leave is admissible. I would recommend that six week's leave on full pay after miscarriage be allowed to women employees in superior service, especially as such a benefit has been already given under the rules to women employees in inferior service. It appears that the number of women employees in superior service in other departments being very small, their case did not receive prominent attention when the benefit was conferred on women in inferior service. But in view of the large number of women in superior service in the Schools Committee's Department, the case requires special consideration. The required change can be effected by adding the following clause in Rule No. 107 of the Municipal Service Regulations after the second clause and just before the last clause :—

“Leave on full pay for a period not exceeding six weeks may be granted, in cases of miscarriage from the date of miscarriage. Such leave will be subject to all the conditions and restrictions applying to the grant of maternity leave.”

If the abovementioned recommendation be accepted the women employees of other Municipal departments will also get the benefit of the amendment.

6. I have no other recommendations to make in connection with the Leave Rules.

such a step, it is but proper that V.F.'s should not be recruited as teachers hereafter. Such a step will not fail to add substantially to the efficiency of teaching in Municipal schools. If however, for any reason, which will be mainly financial, such a step-not to recruit mere V.F.'s as teachers is not likely to commend itself to the education authority of the Corporation, a suggestion has to be made in regard to the manner of recruiting V.F.'s which is at present followed. Certain percentages are laid down for the various classes—Advanced, Intermediate and Backward—which put a limit to the number to be recruited for each of these three communities. This has to be done, no doubt, to give scope to all classes and communities of the society a fair chance of getting into the teaching service of the Corporation; for, the profession is one which young men and women of moderate means can aspire to. Further, the minimum qualifications for being eligible to the service, is prescribed in terms of percentage of marks at the P. S. L. C. (old V. F.) examination. The percentage is 45 for the Backward, 50 for the Intermediate and 55 for the Advanced communities. However laudable this arrangement may be in the interest of providing due share of employment for the respective classes or communities, it is certainly not at all in the interest of the education of the children themselves. Once the percentage of marks obtained in the Vernacular Final is taken as the criterion of the ability and capacity of a candidate for entering the teachers' profession, it is not fair to lay down a lower limit for any community whatsoever. If academic attainments and inherent intelligence are taken to have been reflected in the percentage of marks obtained, why should a candidate of a particular community be given preference over that of other community by lowering the required percentage? Of all professions, a teacher who has to deal with young minds ought to be selected on his own merits, irrespective of the community to which he belongs. Incalculable harm is likely to be done to hundreds of young children if a teacher of a lesser calibre is selected on communal grounds. Utmost care, therefore, must be taken in recruiting teachers of as high a calibre as possible, irrespective of any other social or charitable considerations. It is, therefore, suggested that the distinction now made in point of percentage of marks obtained at the Vernacular Final Examination for the recruitment of the communal quota be abolished and uniform treatment be accorded to all candidates for teachers' posts. The higher the percentage, the greater should be the claim for recruitment.

5. It may be argued if such course is adopted, communities which have inherited traditions of learning for generations and who, therefore, would secure higher percentage of marks at the Vernacular Final examination will get the lion's share of the recruitment and the less advanced communities will have hardly any chance of entering the teaching profession. This argument has certainly much force and it must be admitted that all communities should have an access to the teaching profession which is one of the most extensive and national profession in the Country. A scrutiny of the Vernacular Final examination results in recent years will show that all communities—Advanced, Intermediate and Backward—do share in that section of the passed candidates who have obtained a higher percentage of marks, although not in equal proportions. If, therefore, the distinction in the percentages of marks now prescribed for each community be done away with, there will be no dearth of recruits from all communities being available in sufficient numbers. A further safeguard may be introduced to ensure all communities sharing their due quota if it is found that they do not get them. If it is found that a certain community has not received its quota in the recruitment on one occasion, the deficiency may be made up on the next or any succeeding occasion by allotting more seats to that community; but such extra claim should not be extended to any candidates unless they have obtained the minimum percentage fixed, irrespective of communities.

6. It is further suggested that candidates getting less than sixty per cent of marks in the P.S.L.C. examination should *not* be recruited, unless it is found that candidates from less advanced communities receive a set back which cannot be compensated for on a subsequent occasion. Under no circumstances, the minimum should go below 55 per cent., the limit fixed at present for candidates of advanced communities. This is the surest way to recruit the best possible stuff in the teaching profession which is possible for the Bombay Municipality to secure without any difficulty, owing to better conditions of salaries obtaining in the City and to some extent to the love of Bombay life also. In barring admission to the teachers' rank to mere V.F. candidates in future, one must not altogether forget those candidates from the Municipal primary schools in the City who show high merit and calibre in the P.S.L.C. examination and who may desire to take to the teaching service in the primary schools in the City. So long as the P.S.L.C. examination as at present conducted remains as the highest academic

goal to be attained within the economic abilities of certain sections of the community in the City, it is not altogether fair, whatever the other considerations, to exclude such young men and women from aspiring to be teachers in the Municipal schools. The best equipped among them mentally and physically, may be selected every year and sent for training for a two years' course in training institutes in the City or outside by giving them stipends just to cover the usual expenses of the course, provided they give a legal binding to serve in Municipal schools for a stated period or else to return to the Municipality the amount advanced by way of stipends. Such candidates may be few, say 10 to 20 in number every year. A few thousand rupees spent on such a project will give ample return in several respects. Firstly, an education authority owes to the pupils who graduate from the institution run by it, to keep open to them some avenues for employment, at least to a limited extent. If economic conditions prevent the P.S.L.C. passed candidates from qualifying themselves for teachers' posts which have so far been open to them in sufficient numbers, it is but proper that at least the best of them should be given opportunities by monetary help to acquire the requisite qualifications. Otherwise, one of the most vital ideals of school administration will receive a shrift in the new proposal to stop recruitment of teachers from the P.S.L.C. holders. Secondly, it will not be unreasonable to expect that a boy or a girl who has obtained schooling in Bombay will be a better teacher in the City's primary schools than a rank outsider, other qualifications being equal. If environment has to be given an important place in teaching in primary schools, the suggested preference will not be considered as unreasonable. Thirdly, Bombay's Central Schools do provide some kind of vocational instruction to its pupils. Some of the students will pass the P.S.L.C. examination with one of the vocational subjects. Such pupils, by their training in certain handicrafts over and above in the usual academic subjects, may be better qualified for the teaching profession as they can make use of their hands and eyes more efficiently than those who have not that advantage. In any scheme of introducing crafts in the Municipal schools whether under the Basic Education System or otherwise, such persons systematically trained in crafts as a part of their school education will certainly be better qualified to be teachers. The sure way to avail the services of some of the best candidates from this lot, will be to send them for further training with some substantial help from the Municipality. Fourthly, the measure suggested above will give a general stimulus to pupils in the Upper Primary schools to put

in their best efforts as students so that they may be able to qualify themselves to the few prize-posts which the Municipality may reserve for them from year to year. Utmost care will have to be taken in selecting such P.S.L.C. candidates for training and no considerations but of merit should be applied in that selection.

7. Regarding the recruitment of *trained* teachers, the communal quota system at present applied should be done away with as already suggested in the case of the P.S.L.C. (old V.F.) candidates. The safeguards suggested for securing a fair proportion of recruits from the different communities in the long run, should also be adopted in this respect. Recruitment of teachers must be treated as a sacred trust by those who are chosen to make the selection. Any consideration but of merit and capacity for teaching must be ruled out. For this purpose the selection must be kept entirely in the hands of officers, and not of a committee of non-officials however, competent they may be to do such a job. Officers can be held responsible for an unwise selection, but the changing non-officials are above challenge. Once a recruit is taken up, it is almost impossible to get rid of him, even if he is found to be unfit for this job. That is why utmost care has to be taken in the selection of candidates for the teaching profession.

8. Even while recruiting teachers who are already trained (2nd Year Trained *i.e.*, P.T.C. holders) other things being equal, preference should be given to those candidates who have undergone training after passing the Matriculation Examination or its equivalent. From the point of view of initial academic attainments, a trained Matriculate teacher is certainly preferable to a trained Vernacular Final (P.S.L.C.) teacher. The former has to go through an academic course of seven years after passing the Primary Standard IV examination ; whereas the latter undergoes such instruction for three years only.

Maintaining efficiency of teachers.

9. Once the right type of recruit is taken up in service, the next step is to secure conditions where he will do his best as a teacher. This step is even more important than the first. In Government and semi-Government services like the Corporation, the time-scale of salaries have, no doubt, resulted in removing a number of hindrances that lay in the path of a progressive rise in the emoluments of the employees. This is, no doubt, a good thing. But this has given rise to an evil which is all the more prominent in the teaching profession than in other public services. A clerk or a

subordinate officer is constantly under watch of his superiors regarding the quality of the work put in from day to day. Any defective output of work is brought to the requisite standard of perfection through the vigil of the superiors. Harm done by inefficiency or idleness, in most cases, is remedied quickly and permanent injury to the cause of the administration is hardly possible. But in the case of teachers, the case is altogether otherwise. A teacher who is idle in work or who carries on his work in an inefficient manner, does permanent injury to his students who can hardly be compensated later on. He knows that he will get his annual promotion if he keeps his teaching at the minimum standard of efficiency. Casual visits for observation of his work by the Inspecting Officer will hardly reveal the inefficiency with which the daily work may be carried on. The annual examination results also do not always supply a criterion to assess the teacher's work during the year. The results partly depend upon the calibre of the students, their regularity of attendance, their home conditions, etc., over which the teacher may have no control. The Head master is perhaps the only person who has the opportunity to judge the merit of a teacher working in his school. But this officer hardly ventures to condemn his colleague, for fear of complications which may not be pleasant for his own safety. Besides, Head teachers are not always selected on their academic merits and hence they may not be always competent to assess correctly and without challenge the work of their subordinate colleagues. [As things stand today, it is difficult to get disciplinary action taken against an inefficient teacher, for the committee system of administration is not conducive to such a move.] Considerations of leniency, pity and even supposed sense of justice are likely to be brought in the consideration of cases for disciplinary action submitted by the executive. Things may much improve in this connection when, as contemplated, all disciplinary powers over the teachers will be vested in the executive. [Experience has amply shown that while the present system of committee administration is there, there is hardly any possibility of adopting effective measures to check idleness, irregularity or inefficiency in the rank and file of the teachers in the Municipal service. And hence, the following suggestions in that behalf are being made strictly on the supposition that the executive will be vested with full powers over matters affecting the discipline among the teachers :—

(1) Every new recruit for a teacher's post should be subjected to a critical examination of his year's work, before he is confirmed

in his post. No teacher should be confirmed unless he comes up to the prescribed standard of efficiency. If after two consecutive trials, the teacher fails to come to the expected standard, he should be relieved of his position. This has to be done in a thorough manner and utmost care must be taken to see that no injustice is being done to the teacher. As the recruits will be 'trained' men and women, cases of inefficiency will be very few. But every recruit must begin his work with a clear idea that he will be watched and assessed with close scrutiny. A serious sense of duty once created is likely to last in the future career of the teacher. The executive will have to frame rules for such assessment of the novice's work and they must be strictly followed.

(2) After confirmation, a teacher should be subjected to a close scrutiny of his work, in every third or fifth year of his subsequent service. Stopping of promotion due should be resorted to, if necessary, if in the scrutiny the teacher is found to be wanting in the essentials which go to constitute good teaching. The yearly assessment of a teacher's work as at present carried on may go on, but the periodic assessment should constitute the deciding factor in taking any disciplinary action against the teacher.

10. The suggestions made above regarding initial and periodic assessment of the work of a teacher in all its aspects will ensure a measure of success in improving the tone of teaching in the schools, for the teachers will have to be alert and careful to secure their promotions from period to period, if not from year to year. Such a measure will keep the teaching machine well-oiled so that it may give the desired results. In order to secure results which will be far above the normal, something more than the periodic assessment will have to be resorted to.

11. Teachers, like any other body of workers, will like to have on record special appreciation of their work, if they put in special efforts which are far above the normal. The ordinary run of teachers will, no doubt, be doing the normal type of work. Some of them cannot be expected to rise above the normal height. But there must be a few who owing to aptitude and ambition do put in work which is far above the average. Usually such teachers do not go unmarked or unappreciated. But the appreciation is verbal and does not convince the teacher that for such work, he will surely be substantially rewarded at the earliest opportunity in his career. Many an enthusiastic teacher who struggles hard to show high

results of his work in the early years of his career, falls back to average level of efficiency, because he receives hardly any encouragement at the hands of those in whose hands lies his destiny. It will be admitted that it is the best type of work put in by certain individuals in any branch of service that raises the tone of that service and sets the standards for others to follow. Utmost care must, therefore, be taken to foster the growth of such type of work by suitably rewarding those who possess a creative genius coupled with enthusiasm to put it to proper use. A way, therefore, must be found out to encourage such teachers who are far above the average. The following suggestions are, therefore, made in order to give effect to a system of periodical selection of teachers of extraordinary merit who may be put on a Merit List after very careful and systematic appraisal of their work which must be proved to be of exceptional merit.

11A. Every few years, say five, applications may be invited from teachers who have put in not less than a prescribed years' service for being included in this Merit List. A preliminary scrutiny based upon the annual remarks on the work of the teacher given by the Inspecting Officers together with the general opinion of the Head teacher should apply a sieve to the applications and those who can claim special merit may be selected for further appraisal among others by the following tests :—

- (1) excellence of teaching to be demonstrated before a panel of judges ;
- (2) preparation and use of teaching aids ;
- (3) preparation of an essay on some educational topic (common to all candidates) ;
- (4) special efforts made to contact with the homes of pupils and to help the backward children in their school work ;
- (5) partaking actively in extra-curricular activities ;
- (6) any special type of work undertaken in connection with the school in general and the promotion of the good of the pupils in particular.

The appraisal of the work must be made in such a manner as will give no ground for 'supposed' partiality. Senior Head Masters, themselves of proved merit, may be invited to assist in the selection.

Even competent outside educationists may be requested to help. In short, utmost vigilance may be exercised to make the selection as perfect as possible. Of course, the number of teachers to be selected for such 'Merit' list each year must be a limited one. In the preliminary selection, seniors in service should be chosen for open competition keeping the juniors waiting for a future chance. A short summary of the special achievements of the teachers so selected and put on the Merit List from year to year may be printed and made public. Nothing delights human mind, particularly in these days, more than publicity, and it will be a sure way to keep the teacher doing the excellent work which has enabled him to get that high honour. It will be a good thing if one or two extra promotions are bestowed upon the recipients of this merit mark. But that is not the only way to reward the merit. On various occasions which require the services of competent teachers to help the administration in devising ways and means to improve the knowledge and skill of the teaching profession, the teachers so selected should be asked to participate.

11B. In several other ways the administration can show to the selected teachers that special merit has been recognised and that when the time comes, they will be suitably rewarded by promotion to the posts of Head teachers or to other available responsible posts, in spite of the fact that they may not be senior-most in service. Seniority in service is, no doubt, a very important factor in the selection of persons for higher, more lucrative and responsible posts. Nor would it be advisable from several points of view to keep seniority out of consideration in such selection. The best way seems to be to keep a certain percentage of such posts reserved for seniority, the rest being given on proved merit of sufficiently long standing.

12. A sure way to raise the status of the teaching profession in general is to take the teachers in confidence in all administrative and academic measures which are to be adopted to raise the efficiency of teaching. Teachers can help considerably if they are consulted from time to time in such matters.

13. The practice followed in London County Council administration is worth noting. Committees of Head-masters and Head mistresses are organised in each electoral division (corresponding to what are called 'districts' in the new scheme suggested, *vide* paras 62 to 70, Chapter IV). The Council utilizes the committees for obtaining information and suggestions on various topics from those who are

most closely in touch with the needs of the schools. These Committees are called 'Local Consultative Committees'. These committees meet six times a year to discuss questions on which it is desired to obtain suggestions of Head teachers. Each selects annually a Chairman and an honorary Secretary. These Local Consultative Committees select a Central Consultative Committee whose meetings are summoned by the Educational Officer and are held once a quarter. By means of these committees, the Council is enabled to obtain the considered opinions of the teachers on various educational subjects which come before it for consideration (for details see *The Organization of Education in London, 1919*, pages 15-16).

"It is the practice of the London County Council to consult the professional associations of teachers on matters of common interest. Consultative committees of head masters and head mistresses have been established for both elementary and special schools; these committees consider and report upon questions which may be referred to them by the Education Committee or the Education Officer, and upon questions which they themselves may desire to bring before the Council."

—(*The London Education Service—1927*).

If some measure, therefore, be adopted to consult the teaching profession, particularly through the Head teachers, in regard to educational topics, great good is bound to result. The following suggestion is made to achieve the object mentioned above:—

Consultative Committees should be established in each 'district' mentioned in para. 61 of Chapter IV, consisting of Heads of schools in that district and these committees should elect one Central Consultative Committee from amongst their own members. These Committees through the Central Committee may be invited to give opinion on educational topics coming before the administration from time to time. It will of course be open to the authorities to accept, modify or reject the advice given. But a great principle will be established thereby and the profession as a whole will be aroused to take keener interest in their educational work, thus raising its tone and efficiency. It must be said to the credit of the administration that lately the occasions of taking the teachers into confidence and thus of securing their co-operation have considerably increased. What is suggested is that this move should receive increased attention from the authorities, for nothing is calculated to secure efficiency in instruction more than a consciousness on the

part of the teachers and particularly the head teachers that they are treated as partners by the authority and not as mere subordinates who are to obey the orders issued from above.

14. Mention has already been made (in Chapter XI) of the Training of teachers and Refresher courses and about several other measures that will greatly help to keep the knowledge and skill of teachers up-to-date and to enable them to discharge their daily work of teaching more efficiently. One special measure however deserves notice here. It has been urged by many teachers that an Educational Magazine—Quarterly or six-monthly—should be conducted under the auspices of the Educational Department of the Municipality. This magazine should have its sections in Marathi, Gujarati, Urdu etc., and the matter should deal with methods of teaching in general and in particular subjects as well. It should publish any statistical and other investigations that may be carried out and also the results of surveys and experiments. The aim of the magazine should be to raise the efficiency of teaching in all its aspects. The suggestion is excellent and it should be given careful consideration by the authorities. If the Municipality were to prepare and publish any text books, a small margin of profit imposed on the sale of the books will yield ample resources for publishing such a magazine.

Relief to Teachers from Clerical Work.

15. The Head Master or the assistant teacher ought to be relieved of as much *routine clerical work* as possible, so that he may not put forth the excuse of being overburdened by such extra work. There is a feeling, which is often expressed by some responsible heads of Municipal schools, that if a thorough enquiry is made into the problem of clerical work now done in schools, much that is not essential or useful can be avoided, and the Head and his assistants can be set free to devote more time to teaching. Although everything possible is being done to minimise the clerical work of the Head Master and his assistants, the grievance is persistent. It may be real or imaginary. It will, therefore, be worth enquiring into this question through a small official committee and set the matter at rest once for all. It is not improbable that if by proper adjustments and modifications of prescribed forms and also by eliminating certain type of clerical work, some relief may be given to the teachers. But this should be achieved only if a small committee goes over all the details and makes its recommendations. Anyhow, the case is worth a thorough investigation.

It is a pressing demand of Heads of primary schools, particularly of large schools, that they should be given a 'clerk' for attending to the clerical side of the school work, so that the teachers may be able to devote their entire time and energy to teaching. This is a question which deserves to be looked into by the administration with sympathy. It will be advisable to try the experiment in a few big schools (say with 1,000 pupils and above) and see how far it improves the teaching in the school by the Head Master and his assistant teachers. The clerk, if at all he is given, should be a teacher and not one who is merely a clerk. The question has two sides to be considered and only a theoretical discussion will not help us to arrive at a satisfactory solution.

Pupils.

Admission time.

16. For securing efficiency of instruction so as to have a high percentage of promotions, particularly from the first year class to the second year class (now from Standard I to Standard II), it is highly essential that the pupils admitted to standard I for the first time in their school career, should be admitted at the beginning of the school year or at least as near to that date as possible. Such a measure ensures continuity of instruction over a period of time which is necessary to complete the prescribed syllabus. It is well known that the syllabus for a particular class is prescribed on the supposition that the pupils in that class will be under instruction throughout the school year. If they are not able to attend school for the full period or at least for its greater part, the pupils will not be able to finish the syllabus and consequently they will have to be detained in that class. If the number of pupils with late admission is very small, it may not affect the general efficiency of teaching as reflected in the final promotion list. But if the number be substantially large, the whole of the teaching is vitiated to an extent which ultimately results in low percentage of passes and a general lowering of efficiency in teaching. If pupils who have to begin the reading of the primer, are allowed to be admitted for several months from the beginning of the school year, and their number is large, nothing but confusion is bound to arise in the teaching programme of that class. Some pupils will be in an advanced stage of instruction, others will be less advanced and some will be beginners. How can

a teacher carry on efficiently the instruction of such a class of, say, 40 pupils so as to bring all to the required standard which entitles them to promotion to the next, *i.e.*, the second standard? It will, therefore, be quite clear that some sort of restriction must be placed on admissions to the first year class (now First Standard) if efficiency in instruction in that class is to be maintained and a large percentage of promotions is to be secured.

For some years past, this important factor of putting a time limit to admission in the first year class has been given due consideration by the Schools Committee as well as by most other education authorities in the Province. In 1940 (*Vide* Schools Committee's Resolution No. 941 of 25th September 1940), the admission of fresh pupils to the first year class was restricted to the first two months of the school term. Later in 1944 (*Vide* Schools Committee's Resolution No. 608 of 6th September 1944), the above resolution was rescinded and admission was extended to the end of January. As the school year began in June, fresh admissions were being made for almost seven months from the commencement of the first school term. Whatever may be the considerations that led the authorities to adopt this course, it will be admitted that it must have proved a serious handicap to the efficiency of teaching in that class throughout the school year. It appears that the Schools Committee was forced to adopt this somewhat undesirable step on account of the practice of taking the annual census of school children in November of the year. The large number of non-attending children revealed in the census had to be given admission to school. Otherwise the very purpose of taking the census would be frustrated. To expect the non-attending children to wait till June next when the new school year commenced was to wait too long. However laudable this move may be from certain considerations, which are, no doubt, weighty, the financial implications of this move are not less weighty. Nearly half the children in the first year class have to repeat another full year in that class. The expenses incurred in teaching these pupils, and this number is very big, are wasted without any material benefit to the pupils themselves. The Schools Committee in a recent Resolution No. 1591 of 17th March 1948 have restricted the limit of fresh admissions to the first year class to the end of October of the current year (1948) and have kept open for future consideration 'as to what the time limit should be in subsequent years.'

17. The question of fixing the time limit for admission to the first year class so as to keep a balance between the good of the pupils

and financial waste, is a major problem of primary school administration and every advanced country has given careful consideration to this problem. Admission to fresh pupils should be given at the beginning of each school term is the general rule approved by most school authorities. But the interpretation of 'beginning of the school term' is not uniform. It may be from 5 days from the 1st day of the term to any longer period. If there be only two school terms in the year, the period is extended in some cases to two months after the beginning of each of the two terms. It was so fixed by the Schools Committee in 1940 (Schools Committee's Resolution No. 941 of 25th September 1940) with certain provisions to avoid hardship to children seeking admission in the middle. The Rule adopted by the Schools Committee in 1944, placed no restriction on admission from June to January end and the latest Rule of 1948 in this behalf is only a temporary one.

18. The Government of Bombay *intend* to lay down a rule in this respect which runs as follows :—

"No admission shall be made after the lapse of two months from the beginning of the school year except with the special permission of the Administrative Officer."—*Vide* Rule 128(4) framed under Bombay Primary Education Act, 1947.

After a very careful consideration of the whole question regarding admissions in the first standard (first year class) to pupils who have to begin the A B C of instruction for the first time in their life, the following set of rules are suggested which will, it is hoped, go a great way in promoting efficiency of teaching in the first standard, which owing to various factors has always remained a neglected corner in the field of educational administration in our country.

(1) Admissions to pupils of school-age to the first year class (now first standard) should be restricted—

(i) to the first month in the first school term which is to begin on or about 1st March and end with the last day of April;

(ii) to the first fifteen days of the second school term which begins by the middle of June and ends before the Divali holidays (late in October);

(iii) to the first fifteen days of the third term which begins by the middle of November to about the last week of February.

(2) In the case of admissions made to the first standard of pupils who attend instruction for the first time, in June and November as mentioned in (ii) and (iii) above, the children should be made

to attend separate classes of their own and should be put under a teacher who will attend to their instruction and try to bring them up to the standard attained by others who had joined earlier, *i.e.*, in March.

(3) Special classes for such children should be held in one or more selected schools in the 'districts' (*Vide* Chapter, IV, para. 61) in which the City is proposed to be divided. At the end of the second term, the pupils may be distributed in the First Year class in the school in the district according to the convenience of each child. But the special class or classes started in the beginning of the third term (October) should be conducted throughout the rest of the school year in the same school or schools where they are started. If efficiency of teaching is to be maintained in the teaching of children who join late in June or November, so that they may be able to complete the first standard in the remaining part of the school year, it is absolutely necessary to form special classes of such freshly admitted children and to put them under teachers charged with the special task of coaching them. If such children are made to attend first standard classes already commenced in March, by small batches, the result will be that most of these children will be neglected and they will not be promoted to the second standard. In the case of the pupils admitted in June, it has been suggested that at the end of the second term, they should be distributed among the several schools in the district, as by that time they will be quite fit to attend classes started at the beginning of the school year, *i.e.*, in March.

19. The neglect of the teaching in the first standard owing to admission of pupils from month to month or even from day to day, has been the gravest defect in the educational system of this Country and unless special measures are taken to remedy this defect, the present abnormally high wastage and stagnation in that standard will remain unabated. If efficiency in teaching is to be measured by the percentage of promotions in the first standard, the measures suggested above are essential. It may be noted in passing that out of 1,16,000 pupils already in the Municipal schools in April 1948, 42,000, *i.e.*, nearly 36 per cent. were in the first year class (Infants standard). The percentage of promotions in this class is usually the lowest and the main cause of this is the irregular admissions of children without any special arrangement being made for their instruction. If the suggestions made above are adopted, a wonderful change will come over the efficiency of teaching in the first standard, the most neglected standard in our schools. It is further suggested that the children to be freshly admitted at the beginning

of the two terms in June and November should be, as far as possible, of mature age, say from 7 to 9, in preference to children of younger age, i.e., six.

*Age of children to be admitted to the First Year Class, i.e.,
First Standard.*

20. It must be made clear at the outset that the following discussion on this subject is confined to children who join school for the first time and who have never been taught anything before. Such children will be mostly coming from the poorer sections of the community and they naturally form the great bulk of children who are to be forced to attend school under the provisions of compulsory education law. Children who of themselves come to school after the completion of the minimum age prescribed for admission to school are not affected by the suggestions made in this behalf. The Compulsory Education Act for the City of Bombay (Bombay Act No. XV of 1920) prescribes the lower limit of a child's age for compulsion as 'not less than six.' The Bombay Provincial Education Acts of 1923 and 1947 also prescribe the lower limit as 'not less than six.' The exact lower limit is to be fixed by the Municipal authority concerned, of course, with the sanction of the Government. Although the law allows the Municipality to fix the lower age limit for compulsion anywhere between the ages of 6 and 11, it has been the practice or convention to fix the lower limit at six not only in the City of Bombay but in other places of the Province where compulsion has been already introduced. The intention of the law is to give discretionary power to the Municipality to fix age at six, seven or eight. But no thought seems to have been given to the question and the limit is fixed at the lowest level (six) allowed by law. As the question is of vital importance to the maintenance of efficiency of instruction in the lowest class—first standard—it is proposed to discuss this question of the lower age limit for compulsion in some detail. (A critical study of this question so far as it is applicable to India will be found in Chapter XI of Literacy in India by Mr. R. V. Parulekar).

21. It has already been mentioned that the question of the minimum age for compulsion becomes a vital one only in the cases of children who are to be brought to school against the wishes of their guardians or against their own wishes. For such children, the home conditions are altogether unfavourable to the progress of study and psychologically most of them have no liking for learning. Such being the case, at the time of admission these children must have attained a maturity of mind and body which will enable them to

grasp whatever is taught in schools under conditions of schooling, where class rooms are crowded and where physical conditions also are not attractive enough. The age of six is not an age which gives the majority of children the necessary equipment of mind and body to profit themselves to a substantial measure, from the kind of teaching that is available in most of our classes. The result is listlessness and apathy on the part of pupils leading to stagnation which is a great evil in the first year class. If every rupee spent on the education of such children is to give substantial return, the children must be mature enough to receive with profit the instruction given to them in classes of 40 or thereabout and under the average conditions of teaching now available in our schools. The required maturity of mind and body is not normally attained by children till they are seven. A competent body of scientists who have carefully investigated this question state :—

“The development of the organs of the senses is still incomplete in the six-year-old child. The eye of the child is by nature long-sighted. If then it has to adjust itself too early to close work, as in the case of school, this may give rise to derangements of the nervous system. The same remarks apply to the development of the kinesthetic feeling. The six-year-old child has often insufficient command over its voluntary muscles, to the extent required by school work. This often finds expression in derangement of speech and manual clumsiness. A warning is uttered against treating early maturity as genuine intellectual maturity. A year more or less of quiet development and undisturbed growth means much; indeed every month is important. The seven-year-old child is from every point of view superior to the six-year old.....From medical point of view, the age of six is, therefore, to be described as definitely too early for admission to school” (Year Book of Education, London, 1937, pages 765-66).

22. This age limit of seven is adopted in the majority of countries of the world where compulsion has been introduced. Industrially developed countries have fixed six as the limit; while countries not so developed and which are agriculturists in social and economic sphere have fixed seven or eight as the lower age for compulsion. U.S.S.R. in its early years of educational progress had gone so far as to fix the limit at eight, under a four-year course of compulsory schooling. (For details see, Literacy in India, page 90). It should

also be noted that the Zakir Husain Committee on the Wardha Scheme also recommends as follows:—

“After careful consideration, we have come to the conclusion that seven plus will be the proper age to enforce compulsion” (Educational Reconstruction, Vora & Co., page 36).

23. There is another reason for fixing seven as the lower age-limit for compulsion when the course of compulsory education is spread over four years. It is not based on the ground of ‘efficiency,’ but on other grounds which are equally weighty. An overage child of six will be ten by the time he completes his compulsory education course of four years. Formerly the course was of five years and, therefore, he would have been eleven by the time he left school. It is an educational principle universally accepted that the higher the age of a child at the time of leaving school, the better for him. This is, of course, more applicable to those who do not aspire to join institutions of further education after completing the compulsory course. The majority of such children comes from those who are forced to join a primary school under compulsion.

24. For reasons stated above, it is suggested that :

(1) the Corporation should approach Government with the proposal that the lower age-limit for compulsion should be seven instead of six as at present;

(2) wherever a choice has to be made, the higher age children should be first brought under instruction;

(3) children of six should be allowed to join schools if they come to school of themselves, but if they are to be made to attend by persuasion or force, they should be seven or more, and

(4) no child under six should be allowed to join a Municipal School. (This is already accepted under Schools Committee’s Resolution No. 1591 of 17th March 1948).

Whatever the minimum age limit fixed for compulsion, one aspect of this question yet remains to be decided. Presuming that the minimum compulsory age is fixed at seven, it means that the child becomes liable to compulsion on the date on which he completes his seventh year. But several children will be completing their seventh year almost on every day in the year. Supposing 1st of March is the beginning of the first term of the school year, children who are seven complete before that date will be liable to compulsion. But what about children who will be completing their seventh year a month or so after 1st March ? Are they to be admitted or not ? Rules as

they are framed demand that they should not. But it seems harsh to allow such a child to remain outside the school for about a year simply because he was not fortunate enough to be born in time to be liable for compulsion on 1st March. Some definite line of action must be adopted in such cases. The following rule, therefore, should be promulgated to cover such cases:—

(5) A child should be assumed to have attained the minimum age for compulsion on the first day of the school term (there are now three terms) in which he actually attains that age.

25. One of the arguments brought forth against the refusal of admission to school children before they are of the age laid down for compulsion is this. Children coming particularly from the poorer sections of the community will be rotting in unhealthy tenements all the day if they are not allowed to join school. This argument presupposes that the schools are far more healthier places than the tenements or their surroundings. If it were actually so, then there might have been some force in the argument. As matters stand today, not only in this City but in many other cities and towns and even in the rural areas in this country, the school houses are overcrowded and insanitary in several respects. Of course, the conditions in a highly industrial and crowded city like Bombay where buildings constructed specially for school purposes are few, are still more unsatisfactory. This being the case, young children will not be specially benefited by being in such schools for the smaller part of the day. Besides, the great truth has to be realised that the mental and intellectual growth of the children whether in good surroundings or in bad ones, goes on unabated whether they be in school or not. Play, opportunities for which are normally few in the City's schools, is the Teacher of the children in their early years. Young children outside the schools manage to learn under this Teacher all along. In fact, they are happier and healthier outside the school even in a city like Bombay, whatever the adults may think of them.

“Children's play is not always conducted as adults would desire, nor is it restricted to exercise room or playgrounds. Passages or stairways, walls and roofs, stables, docks, railway stations, bridges, cellars, wherever children can get are their playgrounds.”—The Fundamentals of School Health by James Kerr, page 92.

Pupils per Teacher.

26. One of the most important factors that go to make up for efficiency of teaching in schools is the number of pupils entrusted to a teacher. It need not be emphasised that the lesser the number of pupils in his class, the better for the children and for the teacher also. When schools began to be the concerns of State or semi-state bodies, this problem assumed importance mainly on financial grounds. Less pupils per teacher means greater expenditure per pupil, for the teacher's pay is the largest single item of educational expenditure. The Educationists on several grounds, advocated smaller classes, while the Educational administrators were forced to advocate larger classes for balancing their budget. There was a time in the City of Bombay, as also in the rest of India, when the number of pupils per teacher was not considered to be an important factor of educational administration and small classes were the order of the day. But when ideas of compulsion in education came in the field and the masses had to be educated, the question began to assume importance and now almost everywhere rules are laid down in this respect. This question would not have been considered here, if the ideas and opinions, at present prevailing on this all-important question about efficiency of teaching in our primary schools were quite above criticism.

27. The Rule which holds field today in the Municipal schools in this respect is, "40 pupils (on rolls) per teacher" (Schools Committee's Resolution No. 1591 dated the 17th March 1948). This has been the practice followed for some years past also. Under Corporation Resolution No. 772, dated the 11th October 1948, it is recommended that the basis of calculation of the number of pupils at the rate of 40 pupils per teacher should be the average attendance in the schools, *i.e.*, about 85 per cent. of the number on roll and not the number on roll itself. This means that the number of pupils per teacher will come to about 47 ($40 \times 100/85$) pupils.

28. It is submitted that the practice prevailing almost without exception in this country and also abroad is to fix the number per teacher on the basis of roll number and not on average attendance. Of course, the average attendance is taken in account in fixing the roll number, but the number on rolls is regarded as the basis of calculating number of pupils per teacher in promulgating rules for staffing schools. It is quite alright if staffing of individual schools is based by the officers concerned on the average attendance obtained in that particular school; but in assigning teachers for a particular side or department of schools (Marathi, Gujarati, etc.,) meant for

the total number of pupils in that department, the number of pupils on roll and not the average attendance number ought to be its basis. The reasons are given below :

The average attendance is a varying factor not only from year to year, but even from month to month. In a City like Bombay, for instance, the outbreak of diseases, mild or virulent, seasonal exodus of working class population, rainy days, festivals, marriage seasons and several other factors may operate in lowering the average attendance, which will soon rise when the factor or factors cease to operate. The attendance also varies from standard to standard, it being lowest in the lower standards. It varies from locality to locality and even from school to school. To apply one standard of average attendance for all schools for determining the number of teachers required for them, does not seem to be a fair deal. It will cause hardship to several schools and will certainly affect the efficiency of teaching. The proper method, therefore, is to allot teachers on average roll which is a comparatively stable factor. To ensure regularity of attendance which is also an important factor in school work, the school or schools, which show lower than the normal attendance, should be warned that their quotas of teachers would be reduced if they record a fall in average attendance below the normal figure. The anxiety of the Corporation to reduce expenditure on the teaching staff by basing the calculation of teachers to be given to a school on the average attendance and not on number on roll is obvious. But it is submitted that the same object can be achieved by fixing a higher number of pupils on roll than what is fixed at present. In fact, the proper method would be to fix up the maximum number of pupils per teacher allowed and also a minimum number so that average would come to the sanctioned scale. Every attempt will have to be made to run bigger classes whenever that is possible, even by diverting pupils from nearer schools. If the classes are small, the combined teaching of classes should be insisted upon. But the number in all such cases should be the number on roll and not on average attendance.

29. Prejudice against large classes is proverbial. Teachers who are naturally indifferent to the financial considerations which trouble the administration everywhere, insist on small classes in the name of efficiency. The demand of spreading mass education as speedily as possible has made the existence of larger classes a necessity, for the financial burden would be intolerable if proper care is not taken to assign more children to each teacher. Methods of school administration like the *Shift System*, where one teacher teaches two

separate classes at two different times of the day, are devised to resolve this complex situation which arises out of the conflicting views of small classes demanded by the teachers and large classes advocated by the administration. Regarding the general questions of large classes and the number of pupils which ought to be entrusted to one teacher, the following observation of an American author will be found very instructive (American Educational System—Russel and Judy, page. 466).

“One of the greatest single financial economics in the conduct of an educational institution results from increase in the size of classes. The assumption is often made, however, that the effectiveness of teaching is reduced to the degree to which the size of the class is increased, because larger classes serve to distribute the teacher’s time and influence over many learners. A kind of dilution is supposed to result such that each learner received a smaller share of influence because of the presence of others in the class. Personal contact between pupils and teachers is popularly regarded as of great importance. As regards this widely held belief, the evidence accumulated from numerous scientific investigations of the problem in recent years indicates that a teacher’s influence does not, like light, diminish in effectiveness as more widely it spreads from its source. A teacher can at one and the same time stimulate hundreds of minds if only his instruction is vital and clear. Indeed, some of the studies have shown that when suitable methods of instruction are adopted students are aroused to independent effort by large classes more than by small classes in which the teacher is in close contact with each member. Educational organisations have been greatly influenced by scientific studies of the problem of class size.”

30. Large classes require large rooms and in most of the hired buildings such rooms are rare. Consequently it is difficult to hold large classes in these rooms even if sufficient number of pupils may be available to join such a class. The Corporation will be much profited financially if by constructing school buildings they make it possible to have larger rooms for schools, apart from other considerations of hygiene, sanitation, etc. A critical survey of the available room space in each of the Municipal schools is a necessary step to be taken to enable the administration to fix up the minimum, maximum and average number of pupils to be entrusted to one teacher. Such a survey will yield ample data to arrive at a fair decision

on this much vexed question of fixing the average number of pupils to be entrusted to one teacher.

The Headmaster and Supervision of Teacher's Work.

31. Proper supervision of the work of the teaching staff of a school leads to efficiency of teaching much more effectively than is usually realised. It is generally expected that a Headmaster should give tips to his teachers in the manner and method of teaching. Now that all teachers are to be trained, this will form the least part of the Headmaster's job. Besides, few Headmasters are competent to do this kind of work which requires the highest ability to teach, which cannot be a common possession of Headmasters who are hardly selected as such on that consideration only and rightly so. For keeping the efficiency of teaching in his school at a proper level, the Headmaster's job is to be vigilant over certain factors of class management which are usually neglected if not stressed in time. Punctuality of attendance of the teacher in the class, his constant endeavour to keep the children interested in their work, checking irregularity of attendance of pupils by advice and even by reproof, making the best use of available aids for teaching, and finishing the portions prescribed for each term by adhering to the time-table with scrupulous care, are the points to be supervised by the Head, if his school is to show good result in teaching. Team-work is essential and it is more important to praise and to encourage than to chide and discourage. Constant meetings of the staff members and a discussion with them of the defects and deficiencies to be made up and the manner and methods to be adopted for this purpose, are more important for efficiency than writing long remarks in the Log Book or any other book kept for the purpose. Willing co-operation of the teaching staff is better secured by taking the staff in to confidence than by keeping it subdued by authority. This is the secret of the job of a successful Headmaster on whom alone depends the maintenance of collective efficiency in teaching in a school. Deficiency of room-space, of equipment and even of teachers will be often there and it is the duty of the administration to remove such deficiencies. But with all these handicaps, the resourceful Head of a school can do much to raise the efficiency of his school, if he makes use of the available material to its fullest capacity.

31A. A Head Teacher who is lucky enough to get a good measure of relief from daily teaching must remember

that the relief so obtained is to be utilised for filling gaps and repairing breaches where they are noticed to his utmost ability. He must be most hard-worked member of the staff as he is to take his place as the most honoured and responsible of its members. In fact, the Head can make or mar a school not only from the point of view of its efficiency but from all points of view. Any considerations except that of merit and competency in choosing persons for Heads of schools must, therefore, be rigorously rule out. Failure to choose the proper person will amount to pave the way to the failure of a school as an efficient agency of instruction. Once the proper sort of person is appointed as the head of a school, he must be given opportunity to have his say in all questions relating to the discipline, promotion and even transfers of his subordinates. The Assistant must realise that the opinion of his Headmaster in all these matters will be a deciding factor. The authorities must respect the wishes of the Head master, if discipline is to be maintained in the internal administration of a school. The writer is conscious that what is set out above is within every body's knowledge and its repetition is superfluous. Good points do not lose their force by repetition but it often helps to focus attention and stir up the mind to greater activity.

Supplying Teachers in Time.

32. It is an unfortunate feature of the educational administration of the Schools Committee that the total number of pupils under instruction rises by steps, so to say, throughout the year. Every month from the first month of the school year shows some rise which reaches the highest mark in the ending month of the year, March or so. There may be several factors responsible for this state of things; what is to be emphasised here is that this rise by steps necessitates the recruitment of additional teachers almost throughout the year. Administrative exigencies do not permit the immediate appointment of the additional teachers, with the result that some classes have to be overcrowded beyond capacity or they have to go without teachers who are specially responsible for their teaching. This state of things leads to inefficiency in teaching which is reflected in promotions of the pupils in the first year class, for that is the class where the pupils swell most from month to month. If efficiency of teaching is to be secured for newly recruited pupils, a definite procedure must be laid down to allow recruitment of teachers, as soon as the need is felt. No time must be lost in going through the

official procedure to obtain them. To allow pupils to be in schools without adequate provision of their efficient teaching even for a week, is not proper and all possible care must be taken to improve this situation without delay. For adopting suitable means to remedy this defect, the administration itself can suggest proper ways. The present defect is due more or less, to the fact that for recruiting new teachers the Committee's orders have to be taken. If and when the executive gets this power, the evil may be very much minimised.

Minimum Transfers Necessary.

33. For various reasons administrative, academic and disciplinary, transfers particularly in the form of 'deputations' have to be effected throughout the year on a scale which affects the efficiency of teaching in various ways. While it may not be possible to avoid such deputations or transfers altogether in the course of a year, they must be brought to the barest minimum in the interest of pupils although such course may not be in the interest of the teachers concerned. It is a vital necessity that as far as possible, the same teacher must remain in charge of the same children forming his class throughout the course of an academic year. He can be then held responsible for the examination result and other features of the class-room administration, such as discipline, regularity, etc., which together help to assess the teacher's work. Every other consideration must be held subordinate to this most vital requirement for efficiency of instruction. It is not suggested that the administration is not taking due care in this direction. What is suggested here is that the interest of the class concerned must be kept above every other consideration in favour of the teachers concerned. Schools are run at great cost for the good of the children and their interest must stand above everything else.

33A. In the case of the Headmasters also, this suggestion should hold good. A Headmaster must be in charge of a school throughout the academic year along with his batch of teachers. Promotions of assistants to headmastership should not be effected in the middle of the year, although such a course may affect the interest of the assistant for a short while. Between the two things, good of the teacher and the good of the children, the latter must receive precedence. Exigency of administration will certainly require some transfers or deputations in the middle of the year. What is suggested here is that they should be reduced to the minimum with thoughtful study of each case.

Experiments, Investigations and Research.

34. The introduction of this section on 'Experiments, Investigations and Research' in this chapter dealing with the problem of efficiency of instruction in our primary schools, may appear phantastic to some and irrelevant to many. The attitude of indifference towards such a subject in relation to a primary school system is natural, in as much as in India as a whole, the educational practices and processes particularly in schools are prescribed by those in authority and acquiesced in silence by those who have to follow them. Hardly any effort is made to appraise or evaluate, on a scientific basis what is being practised or preached. There is hardly any comparative study of practices and processes as they are obtained in the different parts of India or as they prevail in India and abroad. The English administrator of Education in India took his hints from the practices obtained in his home country and because England had, in the past, least developed this side of the Educational service, India naturally did practically very little in this field. In America and also in the other European countries solid work is being done in this direction for a pretty long time. England has recently taken steps to remedy the past neglect. For the first time in 1918, a section was introduced in the Education Act (Section 23) empowering Local Education Authorities to aid "research" which was not confined to educational process only, although promoting efficiency in teaching was one of the objects. The recent Act of 1944 widens the powers considerably. Section 82 of the Act lays down :—

"A local education authority may, with the approval of the Minister make such provision of conducting or assisting the conduct of research as appears to the authority to] be desirable for the purpose of improving the educational facilities provided for their area."

The approval of the Minister is to be obtained because thereby 50 per cent Government grant will be assured on that expenditure.

34A. The word 'Research' here may not be taken to mean anything higher than a scientific study of problems regarding administrative measures and teaching processes that together go to make up the efficiency of a school system. Research here is concerned with the collection, tabulation, analysis and interpretation of data so as to enable the education authority and its officers to make more nearly accurate decisions and adopt wiser policies. Experiments and Investigations will be directed towards a better planning

of certain administrative aspects of the service or towards improving the tone of teaching practices in schools. It would be necessary to enumerate a few topics which will lend themselves easily to such a critical study.

A.—Experiments.

35. (1) It has been already mentioned that investigations made in foreign countries have shown that comparatively larger classes do not affect the results of teaching to any appreciable extent (para. 29). Conducting a few classes both of small and larger sizes and keeping them under observation throughout the year will yield results which may go to confirm or reject the views expressed by outside investigators. If the results favour the view expressed by foreign investigators, the administrator may go forward with a policy of encouraging larger classes with a sense of confidence.

(2) The Shift System which has been subjected to much criticism has hardly been subjected to a critical examination from the point of results of teaching. A few classes held by shifts along with an equal number of classes held by the usual system may yield very interesting results.

(3) It is the belief of some that grown up children learn a given amount of instruction in a shorter period of time than younger ones. A few experimental classes conducted to investigate the truth or otherwise of this belief will certainly not fail to yield a rich harvest.

(4) Owing to shortage of accommodation, many schools are being held in two sessions. Some classes come only in the afternoon. Experimental classes under controlled conditions may be carried on in a few selected schools so as to ascertain whether the results differ and if so, to what extent. The present practice of holding the classes by double sessions is the result of exigency; but if it is proved that the results hardly differ, the system may be made a permanent feature thereby causing considerable saving in the expenditure on accommodation.

(5) It is probable that unless additional accommodation is made available in the near future, the large number of children who are yet to attend school will have to be refused admission or a system of *treble* sessions will have to be resorted to. It is worthwhile, therefore, to try a few experimental classes under this system

of treble sessions so that the administration may know what to do and in what way, if and when the exigency arises, to make arrangements for the schooling of these children.

(6) A number of experiments to assess the merits of several methods of teaching various subjects may be carried on in the schools.

B.—Investigations (Statistical).

36. (1) Irregularity of attendance is an unsatisfactory feature of the school system. A thorough statistical investigation of cases numbering about a 1,000 carried on throughout a school year will supply the basis to take proper measure to check such irregularity or will at least give us an idea as to why the phenomena is so persistent.

(2) A similar critical study of cases of children leaving school in the middle of the school year will be very instructive.

(3) Immigration and Emigration of school children has been a baffling problem in Bombay Municipal schools. A few selected schools may be asked to carry on a critical statistical enquiry about this important problem and if careful selection is made of localities, proper understanding of this problem is possible and suitable measures can be taken to minimise its undesirable effect in schools and their efficiency as a whole.

(4) A statistical investigation of some cases of children under several reasons for non-attendance will help the administration to make compulsion more effective by adopting suitable measures to check that evil. (A sample investigation relating to this problem has been referred to in Chapter IV, para. 39).

(5) The after effects of medical treatment and milk supply are worth investigation on a statistical basis (Chapter XIII, paras. 18-19).

C.—Surveys.

37. (1) Survey of conditions of school buildings both Municipal-owned and hired has been already referred to (Chapter V, Para. 30J).

(2) A survey of home conditions of children (sample basis) will be much helpful in adopting means to improve the learning process of children.

(3) A survey of social and economic conditions of primary teachers in the City will reveal much that will lead to a better understanding between the authority and the teachers.

(4) A survey of facilities for open-air play (in all its aspects) to school children, and how far they are utilised, will be much instructive.

(5) A survey of the further education or future careers of children passing out of the fourth and the seventh standard of primary schools will supply food for thought as to whether the educational system, as it stands, really enables the children to secure better conditions of life and if so to what extent.

38. I have touched a few topics only, although there may be a host of them worth making the subject of experiments or investigations. The great need in an ever-growing department like that of education is to critically assess, from time to time, by a scientific study, the several features of the system. Some experiments like those mentioned in Section A above will have a far reaching effect on financial aspects of the educational service. Others like those mentioned in Section B go a great way in adopting measures to improve attendance in schools thus making them more efficient agencies of education. The surveys mentioned in Section C will bring home to the administrators of education the conditions under which the children and those entrusted with their teaching are living.

39. I have not touched so far topics that may form the subject of higher type of investigation or experiment which leads to the discovery of facts which make a solid contribution to knowledge so far acquired, or what is commonly called a piece of research. Such solid contributions are not possible in the initial stages of a department which will work only on quite ordinary topics which are of live interest and of immediate use in improving the tone of the educational service in several respects. Research on a small scale and in a smaller sense, however, will be the outcome of these experiments, investigations and surveys. What is aimed at in suggesting the setting up of an organisation or department of "Experiments, Investigations and Research" is this. A spirit of enquiry is the most essential requisite for adopting measures to raise the tone and the yield of a system of administration. That spirit is unfortunately lacking in our educational systems not only here but elsewhere also. Times are no doubt promising and at no distant time, educational administrators—Central, Provincial and Local—will take up suitable measures and

institute agencies for fostering such a spirit of enquiry and research wherein not only expert but the common educator or teacher will also take his own place. In fact, "there is no aspect of administration, of the organisation of schools, of the development of curriculum or of the teaching process which may not be subjected to scientific inquiry." It is, therefore, possible to choose topics and devise methods of inquiry in which not only the expert but also with as many as possible from amongst the administration and teaching staff of the Schools Committee may be pressed into service ; for widening of the opportunities to as many as possible is more important at this stage than to confine them to a few. With this objective in view, a definite suggestion is being made to institute such a department as a part of the educational service of the Corporation. The Bombay Municipal Corporation have done much to give lead to other educational administrations in this Country. It will indeed be worthwhile for the Corporation to institute a small department for carrying on 'Experiments, Investigations and Research' in the various aspects of the educational service. If some solid work is obtained from such a department, it will, no doubt, be a pioneering work.

40. A small department of Experiments, Investigations and Research be started at an annual cost of, say, Rs. 20,000. The department should work under a committee of, say, five persons including the Secretary, Schools Committee (Education Officer). Two of the committee members should be selected with a view to representing expert knowledge of methods of investigations, etc., on the committee. Two members should represent other Officers and Teachers. This committee of five should publish lists of topics for experimentation, investigation, etc., and invite teachers to give them help. After proper selection of workers, the committee should lay down the methods of investigation, etc., and go on watching them from time to time with a view to keeping the workers in the right path. The result of the investigations, etc., should be scrutinised and published for the information of all concerned. One or two paid full-time helpers will have to be engaged. Suitable remuneration will have to be determined by the committee from time to time to be given to the field workers who will mostly come from the teaching profession. Bombay Corporation are in a proud position to claim persons of high merit among its educational officers and teachers, who will certainly rise to the occasion if they are given the opportunity to contribute their mite to this type of creative work, which will do unique service to the cause of primary education in the City and will also serve as a guide to other educational authorities to follow.

It may be hoped with certainty that Government of Bombay will contribute their share towards this type of expenditure and thus lighten the financial burden of the Corporation to some extent. For, really speaking, it is the primary duty of the Provincial Government to institute such a measure for the good of the educational administration as a whole. The Education Policies Commission of U.S.A., in its report on 'The Structure and Administration of Education in American Democracy' (1938), says (page 95):—

"It is even more important in the state office than it is locally that a division be set up to enquire concerning the efficiency of the schools and to conduct experiments which may result in improvements in educational practice. There is no aspect of administration, of the organisation of schools, of the development of curriculum or of the teaching process which may not be subjected to scientific enquiry."

CHAPTER XVI.

Summary of Suggestions.

Constitution, Powers, Functions, etc., of the Schools Committee (Chapter II).

1. The name 'Schools Committee' should be changed into 'Education Committee' wherever it occurs in the Draft Bill (Para. 6).

2. The Schools Committee should be recognised as one of the 'Municipal Authorities' under Section 4 of the Municipal Act (Para. 9).

3. The number of Councillor Members on the Schools Committee be increased from 12 to 16, the number of Non-Councillor Members to remain at 4 as it is. The total number of Members of the Schools Committee should thus be 20 instead of 16 as at present (Paras 12 to 17).

4. The qualifications for Non-Councillor Members of the Schools Committee should be as under :—

(a) A head of a recognised Primary school in the City of Bombay provided he has passed the Matriculation Examination of a recognised University or its recognised equivalent and has served the school as such for not less than ten years,

(b) A graduate of a recognised University provided he has served as the head of a High school (recognised by the Department of Education) for not less than ten years,

OR

(c) A graduate of a recognised University provided he has been a professor for not less than 5 years in a college affiliated to a statutory university in the Province of Bombay,

OR

(d) A graduate of a recognised University and who has served as an Educational Officer for not less than 5 years in charge of direction and supervision of schools in a Government or Municipal Educational Department in the Province of Bombay,

OR

(e) A graduate of a recognised University who has been a member of the Bombay Municipal Schools Committee for an aggregate period of not less than 5 years.

Explanation.—In the case of (b), (c), (d) and (e), a person who has obtained an educational qualification which has been recognised by the Government of Bombay as equivalent to the qualification of a graduate shall be considered to be 'a graduate of a recognised University' (Paras 19 to 23).

5. The present provision of having two Women Members out of the four Non-Councillor Members should be deleted and instead the following clause be added at the end of suggestion No. 3 given above :—

'Women as well as Men shall be included among the Members of the Schools Committee.' (Paras 24 and 25).

6. The proviso that the names of the candidates for Non-Councillor Members of the Schools Committee must be on the Municipal Election Roll should be deleted from Clause 4 (Section 49A) of the Draft Bill, and a residential qualification for a period not less than six months prior to the date of election should be laid down instead (Paras 26 and 27).

7. A candidate to be elected as a Non-Councillor Member of the Schools Committee shall be not less than 25 years of age on the date of his election. (This provision should be made at a suitable place in Clause 4 of the Draft Bill) (Para 28).

8. The disqualification for a person (to be a Non-Councillor Member of the Schools Committee) directly or indirectly interested in any institution or school which receives a donation or grant-in-aid from the Schools Committee or the Corporation should be deleted from Clause 4 of the Draft Bill (Paras 29 to 32).

9. A Schools Committee should be elected *annually* by the Corporation. (Suitable modification should be made in Clause 4—Section 49B of the Draft Bill) (Paras 33 and 34).

10. The present *convention* of not re-electing to the Chair a retiring Chairman of the Schools Committee should be given up so as to make it possible for a retiring Chairman to be re-elected to the Chair (Paras 35 to 37).

11. The Schools Committee should, along with the Chairman, elect a *Vice-Chairman* from amongst its Councillor Members.

[Necessary addition should be made in Clause 4 (Section 49E) of the Draft Bill. (Paras 38 and 39).

12. (A) The Chairman of the Schools Committee shall be an *ex-officio* Member of the Standing Committee.

AND

(B) The Chairman of the Standing Committee shall be an *ex-officio* member of the Schools Committee.

Suitable modifications should be incorporated in the section pertaining to the Constitution of the Standing Committee and the Schools Committee (Paras 40 to 42).

13. Number of the Sub-Committees of the Schools Committee should be *two*. They should preferably be called (1) General Purposes Sub-Committee and (2) Compulsory Education Sub-Committee. All the Members of the Schools Committee should be members of each of these two Sub-Committees. The quorum for each Sub-Committee should be one-fourth of the full number of members (Paras 43 to 48).

14. The Schools Committee should further be empowered under Section 49-M of the Draft Bill to appoint Local or District Committees consisting partly or wholly of persons other than the Members of the Schools Committee and to prescribe duties and functions of such Committees. (Schools Committee's By-law No. 7(4) will have then to be deleted) (Para 49).

15. Section 64 of the Draft Bill should be revised as under :—

10. In section 64 of the said Act—

- (1) in sub-section (1) the figures "39" shall be deleted ;
- (2) after sub-section (2) the following new sub-section shall be inserted, namely :—

Special functions of Schools Committee.

"(2-A). Subject to the restrictions, limitations and conditions imposed by this Act, and to any by-laws made under section 461, the executive power for the purpose of carrying out the provisions of clause (q) of section 61 vests in the Schools Committee, who shall—

(a) make adequate provision out of the education fund—

- (i) for the accommodation, equipment, and maintenance of an office for the Committee,

- (ii) for the accommodation, equipment and maintenance of primary schools which vest in the Corporation, and for otherwise aiding primary education in accordance with this act and with the rules made by the Corporation in this behalf,
- (iii) for maintaining a staff of educational and attendance officers, clerks, teachers, inferior servants and other necessary staff,
- (iv) for the welfare of the children attending primary schools within the municipal area,
- (v) for the supply of books, slates, educational requisites, milk, meals, or clothes to children receiving primary education, and
- (vi) for performing such other duties and functions as may be prescribed ;

(b) Subject to standards of instruction prescribed by the Schools Committee and approved by Government and to any special directions of the Corporation, direct and control the instruction given in the Primary schools which vest in the Corporation ;

(c) prescribe the duties of and exercise supervision and control over the acts and proceedings of the municipal officers and servants subordinate to the Committee ; and

(3) in sub-section (3)—

- (a) after the words “ provisions of this Act ” the words, “ exclu ing the power vested under this Act, in the Schools Committee,” shall be inserted ; and
- (b) in clause (b) after the word “him” the words “and the municipal officers and servants subordinate to the Schools Committee” shall be inserted. (Paras 50 to 53).

16. Qualifications for the post of the Education Officer and for the post of a Superintendent of Schools should be as follows :—

(1) The candidate for the post of the Education Officer should be either a Master of Arts or Science or a Second Class graduate in Arts or Science of a recognised University and must possess a degree or diploma in Teaching or in Education of a recognised University. He should also possess an administrative experience of not less than five years either as the Head

of an educational institution or as an officer in charge of administration of education. Provided that officers at present working as Superintendents of Schools or as officers in corresponding posts on or before 16th October 1939 should not be debarred during the remaining period of their service from being considered eligible for the post of the Education Officer if they are graduates of recognised Universities and have at least ten years standing as Superintendents of schools in the Committee's service.

(2) The candidate for the post of a Superintendent should be either a Master of Arts or Science or a Second Class graduate in Arts or Science of a recognised University and must possess a degree or diploma in Teaching or in Education of a recognised University (Paras 54 to 56).

17. The Secretarial work of the Schools Committee and its Sub-Committees should be transferred to the office of the Municipal Secretary (Paras 57 to 59).

18. The grade of the Education Officer should be revised and improved so as to bring it on a par with that of the Heads of the major departments of the Corporation and in no way it should be lower than the grade attached to the posts of the Municipal Secretary or the Assessor and Collector (Paras 61-62).

19. The second half of Section 76-E(1) of the Draft Bill should be worded as under :—

“ The power of appointing Municipal Officers and servants subordinate to Schools Committee whether temporary or permanent whose minimum monthly salary exclusive of allowances exceeds one hundred rupees but does not amount to or exceed four hundred rupees, shall vest in the Schools Committee.” (Paras 62 to 64.)

20. [Reference—Section 83 of the Draft Bill].

(A.) The Officers (subordinate to the Education Officer) appointed by the Corporation may be fined, reduced, suspended or dismissed by the Schools Committee for any breach of departmental rules or discipline, etc., on a report made by the Education Officer.

(B) The Education Officer may either fine, reduce or suspend as necessary an officer or servant appointed by him or by the Schools Committee and also dismiss an employee

appointed by him or by the Schools Committee with the previous sanction of the Schools Committee for any breach of departmental rules or discipline or for carelessness, unfitness, neglect of duty or other misconduct (Paras 62 to 67).

21. [Reference—Section 76-E(1) and (2) of the Draft Bill]—

Small 'Staff Selection Committees' should be instituted by the appointing authorities, *viz.*, the Corporation, the Schools Committee and the Education Officer. The appointing authorities should prescribe rules governing the procedure of the selection of candidates to ensure uniformity in the method of selection (Paras 68 to 73.)

Note.—This suggestion need not be incorporated in the Draft Bill.

Leave of Absence.

22. (1) Leave of absence due may be granted upto any period to the Education Officer by the Schools Committee.

(2) Leave of absence due up to a period of three months to officers (subordinate to the Education Officer) appointed by the Corporation may be granted by the Education Officer and for a period exceeding three months by the Schools Committee.

(3) Leave of absence exceeding three months to officers and servants appointed by the Schools Committee may be granted by the Schools Committee and by the Education Officer if the period does not exceed three months.

(4) Leave due up to any period to all employees appointed by the Education Officer may be granted by him.

Note.—It is understood that the authority to grant leave is the authority that can make acting appointments (*Vide* Section 85 of the Municipal Act) (Paras 74 and 75).

23. [Reference—Section 90(6) and Section 92-A of the Draft Bill]

The Schools Committee should be given powers to:—

(1) acquire any immovable property on lease for a period not exceeding 10 years in the case of existing buildings requiring additions and alterations as per

Schools Committees demand and for a period not exceeding 20 years in the case of new buildings that may be constructed by landlords as per plans approved by the Schools Committee ;

- (2) pay a rental not exceeding rupees two thousand a month or rupees twenty-four thousand a year in the case of any immovable property acquired on lease, but special approval of the Corporation should be obtained if the rental exceeds the limit laid down;
- (3) grant a sub-lease of any part of any immovable property acquired on lease for a period not exceeding one year ; and
- (4) dispose of movable properties in their possession whose value exceeds rupees two hundred but does not exceed rupees two thousand. The Schools Committee may with the sanction of the Corporation dispose of any movable property in their possession whose value exceeds rupees two thousand. (Paras 76 to 80).

24. The Schools Committee's annual Budget Estimates called Budget Estimate 'C' (Section 126 of the Draft Bill) should be divided into three parts (Part I, Part II and Part III) :—

Part I should include estimates under several heads of expenditure which are absolutely *essential* to maintain the department at the *status quo* level as per sanctioned schedules of salaries, allowances, rent, etc. This part of the budget may be called *Necessary Budget*.

Part II should include details of *additional* expenditure on those heads which may require additional funds for the year in order to implement the obligations laid on the Corporation under the Act. This will mainly include estimates of cost on account of *additional number of children* that may be expected to be enrolled during the year. This may include additional expenditure under almost all heads included in Part I.

Part III should include details of expenditure proposed to be incurred on usual heads or additional heads with a view to improving the tone of efficiency of instruction and administration, the principles and policies of which should have been

previously approved by the Corporation. This will also include cost on new activities which the Corporation of their own accord may direct the Schools Committee to undertake or activities the Schools Committee may like to introduce with the previous sanction of the Corporation (Paras 90 to 94).

25. The power of the Schools Committee to fix or revise, salaries, allowances, etc., to be paid to employees in their service without obtaining the previous sanction of the Corporation or any other Municipal authority empowered in this behalf by the Corporation should be withdrawn by a *positive* clause to be inserted at a suitable place in the Draft Bill (Paras 95 to 97).

26. An Education Cess should be levied to meet a part of whole of the educational expenditure (Paras 99 to 104).

27. Fines collected from the employees of the Schools Committee should not be included in the Income side of the Education Fund. They should be credited to a separate fund to be called 'Fines Fund' to be utilised for the welfare of the employees of the Schools Committee (Para 105).

28. The following items of expenditure, which are not at present shown on the Expenditure side of the Primary Education Budget, should hereafter be included in the Budget :—

(1) Debt charges etc., for Municipal owned school buildings,

(2) Rent on Municipal owned school buildings for which no building grant is received from Government, and

(3) Expenditure on Medical inspection and treatment of school children, supply of milk to the under-nourished children etc., (Paras 106 to 111).

29. The Accounts section of the Schools Committee should be transferred for control and management to the office of the Chief Accountant of the Municipality (Paras 112 to 116).

30. The Corporation should come to a satisfactory agreement with the Government of Bombay in the matter of Government contribution towards primary education and should recognise Government as a financial partner in the educational venture by consulting Government from time to time in matters relating to new activities and to revision of scales of salaries etc., for the employees under the Schools Committee (Paras 117 to 124).

31. Section 124 of the Municipal Act, which refers to the submission of the Annual Municipal Administration Report by the Commissioner, should be amended so as to include in it the submission of the Annual Administration Report of the Schools Committee also (Para 126).

32. Sections 131 and 134 of the Municipal Act, which refer to the legal requirement of keeping a cash balance of rupees one lakh in the General Municipal Fund, should be amended so as to make provision for a cash balance of rupees twenty thousand in the case of the Education Fund (Paras 127 and 129).

33. Section 133 of the Municipal Act, which refers to the powers of the Municipal Commissioner and the Standing Committee in the matter of transfer of budget grants, should be amended so as to include in it a provision to restrict the Schools Committee's absolute power of transfer of budget grants (conferred on them under Schools Committee's By-law No. 10A) on the lines enjoyed by the Municipal Commissioner under this section (Paras 98 and 128).

34. Section 135 of the Municipal Act, which refers to the weekly audit of the accounts of the Municipal Fund, should be amended so as to include in it the weekly audit by the Chief Auditor of the accounts of the Education Fund also (Para 130).

35. Section 62C of the Municipal Act should be amended as under:—

62-C :—

(1) All primary schools, whether municipal or recognised by the Municipality as such, shall at all times be open to all officers appointed by the Provincial Government for the inspection of schools and all reasonable facilities shall be given to any such officer for visiting any such school for the purpose of inspection.

(2) Every recommendation made regarding any such school by any such officer shall be duly considered by the Schools Committee (Education Committee) and the Committee may thereupon take such action as may in their opinion be required and shall, if so requested by the Director of Public Instruction for the Province of Bombay in any particular case, inform him of their decision and the action, if any, taken.

(3) In all matters connected with grants for the aid of primary schools, the Schools Committee shall administer aid to such schools complying with the necessary conditions in

accordance with the provisions of the Bombay Municipal Grant-in-Aid Code, which may be amended from time to time by the Corporation with the sanction of the Provincial Government. (Para 131).

Transfer of Management of the Education Service to the Municipal Commissioner (Chapter III).

N.B.—The suggestions given below should be considered by the Corporation if they decide to transfer the control and management of the Education Department to the Municipal Commissioner.

36. The control and management of the Education Department should be transferred to the Municipal Commissioner and he should be made the Chief Executive Head of the department as he is already the head of other *spending* departments of the Corporation (Paras 1 to 4).

37. As a consequence of the above suggestion, the Schools Committee should be made an Advisory Body without executive powers (Para 5).

38. The Schools Committee (Education Committee) functioning as an advisory body should consist of *eight Councillor Members*. There should be no Non-Councillor Member on this Committee (Para 6).

39. The duties and functions of the Education Committee will mainly be as follows :—

(1) to advise the Commissioner on matters of principles and policies in any sphere of educational administration, so as to make it more efficient and effective ;

(2) to scrutinise the Education Budget as framed by the Commissioner and to see that adequate provision has been made for all branches of service and for schemes and plans for improvement which the Corporation may have previously sanctioned in principle and policy;

(3) to approve schemes and plans for improvement and extension of education as submitted to them from time to time by the executive (through the Commissioner), and if necessary, to initiate themselves schemes and plans for the same purpose and to advise the Commissioner to take necessary action to implement them. A provision should be made in the Act to enable

the Committee in its capacity as an advisory body to approach the Corporation for final decision and instructions, if the Commissioner does not see his way to accept the advice of the Committee for any reasons whatever ;

(4) to give approval to the rules, regulations, etc., which the Commissioner might frame from time to time (a) for the discharge of duties laid down in the Act (this will include the scales and standards to be adopted regarding accommodation, staff, equipment, free distribution of books, slates, clothing, milk, food, etc.) and (b) for the working of Committees or sub-committees that may have to be appointed to look after the attendance, instruction and welfare of children;

(5) to bring to the notice of the Municipal Commissioner defects and deficiencies that they may happen to observe in the working of schools and see that they are removed as early as possible by the executive; and

(6) to perform such duties and functions as may be prescribed by the Corporation (Para 6).

40. (a) As a consequence of Suggestion No. 36, the Education Officer will work under the Municipal Commissioner like other heads of the spending Municipal departments.

(b) The secretarial work of the Education Committee will be transferred to the office of the Municipal Secretary.

(c) The Accounts Section of the Schools Committee (Education Committee) will be transferred to the office of the Chief Accountant, Bombay Municipality (Para 10).

41. The Schools Committee (Education Committee) should be given the power to appoint a ' Consultative Committee ' consisting of sixteen members. Of these sixteen members, four (out of eight) will be members of the Education Committee and the remaining twelve consisting of men and women will be Non-Councillor members who should be competent to advice on various educational problems, both administrative and academic, and may include representatives of teachers, both Municipal and non-Municipal (Paras 14 and 15).

Enforcement of Compulsion (Chapter IV).

A New Scheme for efficient Enforcement of Compulsion.

42. With a view to making enforcement of compulsion fully effective, it is necessary to divide the City into small units and

to place each unit in charge of one officer helped by a Committee called the 'District Committee'. This new organisation will be solely responsible for giving effect to all legal provisions except prosecutions and other necessary measures relating to the problem of compulsion (Paras 60 to 62).

43. The area-units into which the City is to be divided for the purpose of effective enforcement of compulsion (as mentioned in the above suggestion) should be mainly based on the Municipal Electoral Divisions which are at present 34 in number. Some of these electoral divisions will have to be further divided into two or more sub-divisions according to the strength of children who are to attend the schools in the sub-divisions. The total number of area-units will thus come to 75. These seventy-five area-units into which the whole of the City is to be divided should be called 'Attendance Districts.'

The Committee working in each 'Attendance District' should be called 'District Committee' and the officer in charge of each Attendance District should be called 'Attendance Inspector' (Paras 61 to 63 and 71).

44. Each District Committee should consist of (1) Municipal Councillors who hail from the Electoral Ward to which they belong, (2) Non-Councillor Members known for their intimate knowledge of and influence over the population of the Attendance District as well as for their proved social service, (3) all Head Teachers of the Municipal schools situated in the Attendance District and one or more Head Teachers representing Private Primary Schools in the District. The Attendance Inspector in charge of the district will be the Secretary of each District Committee (Paras 66 to 71).

45. The duties and functions of a District Committee will mainly be as follows :—

(1) to help the administration to secure the attendance of non-attending children and the regular attendance of 'attending' children,

(2) to serve as a link between the school authorities and the parents and guardians of children, particularly in the procedure to be adopted before prosecutions of defaulting parents are actually launched, and

(3) to help the administration in securing better conditions for the welfare of the school children in the Attendance District. (Paras 86 to 88).

46. An 'Attendance Inspector' should be selected from amongst teachers of approved service preferably matriculates. As the duties of an Attendance Inspector will be onerous as compared to those of an ordinary teacher, he should be given a suitable personal and conveyance allowance in addition to his pay as an ordinary teacher.

Generally an Attendance Inspector should work as such for a period of five years after which time, his place should be taken by another teacher. Excellence of service as an Attendance Inspector should receive due consideration in his future prospects (Paras 75 to 82).

47. The duties of an 'Attendance Inspector' will be mainly as under :—

- (1) to act as the Secretary of his District Committee,
- (2) to do all the work in connection with the taking of census of children in his district and keeping the lists up-to-date,
- (3) to pay frequent visits to tenements in the District with a view to finding out non-attending children, seeing the parents and guardians of children in connection with their attendance and taking further steps, where necessary, to satisfy legal requirements leading to prosecutions of defaulting parents and guardians,
- (4) to remain in constant touch with the Heads of schools in his district and whenever necessary with the other members of the District Committee, and
- (5) to keep the higher authorities informed of conditions of attendance which require their attention (Paras 71 to 82).

48. Every Attendance Inspector should be given a 'Helper' who will be a teacher in any of the Municipal schools in his District. This Helper will assist the Attendance Inspector mainly in connection with the work of the census, etc., of children who speak a language other than the mother-tongue of the Attendance Inspector. The Helper will be a part-time worker and will be given suitable allowance for his work (Para 83).

49. The present organisation for the enforcement of compulsion viz., the Special Attendance Officer and his staff, will have to be dissolved and the staff will have to be absorbed in other departments. The duties and functions of that department will have to be entrusted to the Heads of the several Schools Departments. They

will be responsible, with the help of the Attendance Inspectors, for all work pertaining to the enforcement of compulsion (Paras 90 and 91).

Note.—As regards changes and modifications suggested in the Bombay Act XV of 1920—an Act to provide for the extension of primary education in the City of Bombay—it is not possible to give a short summary of the suggestions as has been done in other parts of the Report. Paras 100 to 124 of Chapter IV refer to the suggested changes and modifications. Some of them are verbal and others of a fundamental character. The fundamental changes suggested in the Act are mainly based upon the corresponding sections of the Bombay Primary Education Act of 1947 which is the latest educational enactment in the Province. As regards the Rules framed under the Act, the changes suggested are in the spirit of the Provincial Education Act (1947) itself. As the Rules under the Provincial Education Act will be shortly finalised and published, some further changes in the Rules on the lines of the Government Rules will have to be made. Mention has been made at appropriate places regarding such changes to be effected.

N.B.—The original Act and the Rules thereunder are given in Appendix D for ready reference.

Municipal-owned School Buildings (Chapter V).

50. The Corporation Resolution No. 1119 of 9th March 1942 under which the Corporation have decided to keep in abeyance 'till the return of normal times' the consideration of any questions relating to the construction of Municipal-owned school buildings, should be reconsidered and they should take up without delay the question of launching a programme of school buildings of their own (Para 30A).

51. The Corporation should *revive* negotiations with the Government of Bombay for obtaining substantial help towards the Building programme (Paras 30B and 30C).

52. The Corporation should try to acquire, if necessary, with the help of Government, suitable sites for school buildings in the City (Para 30D).

53. The Corporation should make early provision for constructing school buildings or raising temporary or semi-permanent

structures on the 19 sites already reserved for schools in the City as shown in Appendix E (Table E). (Paras 30E and 30F).

54. The Corporation should arrange to *acquire* some of the suitable private buildings which are at present hired for school purposes and to make necessary additions and alterations in them so as to make them more suitable as school buildings (Para 30G).

55. (1) It is very desirable to make a critical *survey* of the present position, future needs, available sites, buildings worth acquiring from amongst the hired school buildings, types of structures to be erected and several other matters allied to the general problem of providing accommodation in Municipal owned buildings to children. The survey should also deal with the problem of cost and should recommend stages by which the programme could be implemented in a stated number of years which should not exceed twenty.

(2) The work of such a survey should be entrusted to two officers, one an engineer and another an officer representing the Secretary, Schools Committee. The two officers should be kept entirely free for this survey work (Para 30J).

Adult Education (Chapter VI).

56. Adult Education in the City of Bombay ought to be on moral, though not on legal, grounds a joint concern of the Corporation and the Government of Bombay. It is therefore necessary for both these bodies to come to an understanding as to whether it should be conducted as at present by the semi-government body, *viz.*, the Bombay City Adult Education Committee or whether its control and management should be transferred to the Bombay Municipality. If it be decided to keep the control of the movement with the Bombay City Adult Education Committee, the Corporation should bear a far greater share of the cost than what they are doing today (Paras 13 and 14).

(57) Several considerations of administration and finance, however, point out that the Adult Education movement should be controlled and managed by the Corporation along with their Primary Education Department, it being understood that the Government will be prepared to bear a very substantial part of the cost of the movement by way of grant (Paras 14 to 22).

58. The agency to be employed by the Corporation for controlling and managing the Adult Education movement in the

City should be created by appointing a Special Committee for that purpose under Section 40 of the Municipal Act. The same purpose may be achieved by the enactment of a short 'Adult Education Act for the City of Bombay' empowering the Corporation to entrust the work of Adult Education to the Schools Committee (Education Committee) or the Municipal Commissioner as the case may be. In the latter alternative, the Corporation should have the power to appoint an Advisory Committee for Adult Education with the members representing the various interests which may be helpful in advancing the cause of Adult Education in the City (Paras 23 to 26).

Pre-School Education (Chapter VII).

59. However laudable and desirable a programme of pre-school education may appear to be, so long as a large number of school-age children running into several thousands is yet out of school for some reason or another, the responsibility of financing Municipal or Aided Institutions for pre-school education should not be undertaken by the Corporation. A fairly large number of children of school-age (as mentioned in Chapter IV of this report) cannot attend school as, in the absence of their parents, they have to look after their younger brothers and sisters. In order that such children may attend school conveniently, provision should be made for the shelter and safety of youngsters, only during the time the elderly children are at school. The cost on such a measure should be met from the Primary Education Fund as it is an activity implementing the obligation of the Corporation under the Compulsory Education Scheme (Para 10).

60. After the programme of bringing to school all the children of school going age is completed and stabilised, a programme of the pre-school education should be taken up by the Municipality (Para 10).

61. Even when the stage mentioned in (59) above is reached, it is a matter of vital consideration whether the Corporation should take up any financial burden on this account without getting a statutory assurance from Government of a substantial grant-in-aid for that specific purpose (Para 10).

Curriculum for Ordinary and Central Schools (Chapter VIII).

62. The present policy of the Schools Committee to adopt the Government Curriculum for Stds. I to IV should be continued.

in future. Adjustments here and there in the curriculum to suit Bombay City schools should be made by administrative measures for which no Government sanction would be necessary (Para 8).

63. In regard to curriculum for Standards V, VI and VII of the primary course, the present policy of following the Government Curriculum should be continued in future, but the following adjustment in certain subjects under certain heads should be got sanctioned by Government with a view to making instruction in certain vocational subjects more effective and popular. The following two subjects, *viz.*, (1) Tailoring and (2) Printing and Book-binding (as one subject) should be added to the list of subjects shown under Fifth Head of the P.S.L.C. Examination syllabus for boys and girls.

If Government do not accept the proposal, the teaching of these two subjects in the Upper Classes of the Municipal Central Schools should be stopped (Paras 21 and 22).

64. In addition to Carpentry (Wood work) and the two subjects Tailoring, Printing and Book-binding (see suggestion No. 63 above) which are at present being taught in some Central Schools, provision should be made at one or more *Vocational Centres* for instruction in Spinning and Weaving, as this subject is of great national importance and as it is included under the Fifth Head of the P.S.L.C. Syllabus.

The subjects of Tailoring and Spinning and Weaving should be common for boys and girls (Para 24).

Central Schools.

65. The name 'Central Schools' should be changed into 'Vocational Centres' as in the proposed scheme, pupils of the Upper Primary Classes from other Municipal Schools are also to attend the Centres for vocational instruction (Para 25).

66. In order to enable pupils of the Municipal Upper Primary Classes to go to the Vocational Centres from their own schools, one half day from the school time should be set aside for such instruction. In addition to this half day, pupils taking vocational subjects will have to attend the Vocational Centres for at least one more half day (two and a half hours) after school time or on half or full holidays as may be found convenient (Para 26).

67. The fees to be charged to the students who take vocational subjects as a part of the P.S.L.C. Syllabus should be the same as may be charged to other students who do not take such vocational subjects. (Para 27).

68. Arrangement will have to be made to compensate the pupils who will have to go from their schools to the Vocational Centres by paying them conveyance charges in some form or another or by exempting them from paying school fees, if any. (Para 28).

69. Arrangement should be made by conducting a few Vocational Centres purely for vocational subjects so as to give facilities for further instruction to students who pass the P.S.L.C. test with vocational subjects.

The expenditure incurred on such Centres for further vocational instruction (which will not be a part of the Primary Course) will have to be met from a separate allocation of grant by the Corporation and their management also will have to be invested in a special Committee to be appointed by the Corporation under Section 40 of the Municipal Act (Paras 30 to 36).

Text Books (Chapter IX).

70. The policy at present adopted by the Schools Committee in prescribing only one Series for each subject in all standards of the Primary course is sound and it should be followed in future (Para 2).

71. The work of selecting Text Books should be entrusted to a small body of three persons, two of whom should be Superintendents of schools concerned and one Head Teacher nominated by the Education Officer. A convention should be established by which the choice of this Committee should be accepted as final (Paras 4 and 5).

72. A change in the Text Books should not be made for at least a period of four years. Whenever such a change is to be effected, it should begin from the lowest class and go up year by year to the highest class (Para 6).

73. In view of Government's decision to prepare and publish Text Books on 'Language' for use in the Primary Schools of the Province, it is desirable from several points of view to use these text books for that subject in Municipal Primary Schools. (The Schools Committee's decision to introduce the Primer and the First Reader published by Government in the Municipal schools goes to show that they favour the policy recommended above).

With a view to making the Government Text Books in 'Language' more suitable to the environmental needs of the City, it is desirable to get prepared some lessons dealing with experience and

conditions obtaining in the City and to publish a revised series for Bombay City by substituting the specially prepared lessons for some lessons in the Government Text Books. The books can be so published by the Municipality, if Government sanction such a move.

An alternative arrangement is the preparation and publication by the Municipality of a Supplementary Reader for each standard containing lessons specially suited to Bombay conditions and to prescribe it for each of the primary standards as an additional Text Book (Paras 13 to 14).

74. In the first two years of the primary course (i.e., new standards I and II), it is not necessary to have in the hands of pupils text books in any subject except those in Language and perhaps a small booklet on Arithmetic (Para 16).

75. Regarding Text Books for other subjects, viz., Arithmetic and General Knowledge for Standards III and IV, it is desirable for the Municipality to prepare and publish their own books; for, books prepared to meet the needs of the Province as a whole may not be suitable for Bombay's children (Para 15).

76. No separate Text Books need be prepared for Standards V to VII (Para 17).

77. It is very desirable in the interest of efficiency of teaching to prepare and publish 'Teachers' Books' to serve as guides to Municipal Teachers.

It is also desirable to prepare and publish on a large scale for the benefit of teachers, pictures, charts and other aids to illustrate or elucidate the topics to be dealt with by teachers either orally (as in the first two standards) or with reference to the prescribed Text Books (Paras 15 and 18).

78. If it is decided to have text books in one or more subjects to be prepared and published by the Municipality, the only possible way to achieve this object is to choose *one* person who is considered to be the best, or at least one of the best, for such a job and to ask him to write the book on a fixed remuneration, which should be very liberal. The manuscript should be got printed by the Municipality and the book should be sent for approval as a text book to the Government Text Book Committee. If it is approved in the form presented, the author should be given the full remuneration promised, but if any alterations are to be made, a part of the author's remuneration

should be withheld till the whole matter is finally approved as a text book by Government (Para 19).

79. Private Primary Schools in the City recognised by the Municipality should be allowed to have text books of their own choice (Para 20).

Teaching of Hindustani in Schools (Chapter X).

80. Hindustani should be taught in Primary standards V to VII only (Para 6).

81. Hindustani should also be taught in the Upper Primary Standards of the Urdu and Hindi Schools. The Schools Committee's decision to introduce it in the English-Vernacular Schools and in schools teaching in South Indian Languages should be implemented as early as possible [Para 7(3)].

82. Refresher Courses should be opened to improve the knowledge of Hindustani of those teachers who are already trained as teachers of that language [Para 7(2)].

83. Government should be requested to include the subject of Hindustani in Group V of the P.S.L.C. Examination Syllabus [Para 7(4)].

Training and Refresher Classes (Chapter XI).

84. The R.C. Training Institute for women should conduct a Second Year Training Class of its own.

[It is understood that the Schools Committee have decided to open such a class] (Para 3).

85. There is no need for conducting any other Training Classes for preparing teachers for the P.T.C. Examination (Para 7).

86. It is desirable to conduct a Special Centre from where arrangements could be made throughout the year to conduct the Refresher Classes and other like measures to improve the knowledge and skill of the teaching profession. This activity should be placed under the charge of a small batch of competent and well qualified persons, about four in number. One of them should be the Head. The present Byculla Training Centre may be utilised for this purpose (Paras 7 to 11).

Compulsory Physical Training and Scouting (Chapter XII). Physical Instruction.

87. The decision arrived at by the Schools Committee under their Resolution No. 1677 of 31st March 1948 regarding the training of teachers in physical instruction in special camps is excellent and it should be given effect to as early as possible. The decision, however, will have to be modified so that a part or whole of the travelling and boarding charges of teachers and their instructors may be met from Municipal Fund [Para 7(1)].

88. It is desirable to send some teachers for training in Physical Education at Government Physical Training Institute at Kandivali [Para 7 (2)].

89. All available open spaces, small or big, in the vicinity of Municipal schools should be made use of, for imparting physical instruction to school children under the supervision of teachers [Para 7 (3)].

90. Spacious terraces wherever available in Municipal-owned or hired buildings should be used for physical instruction of children under the supervision of teachers. The terraces should be well protected and made safe for this purpose. The question of roofing wholly or partly some of the terraces may also be explored in consultation with the Engineering Department of the Municipality [Para 7 (4)].

91. Blind alleys or lanes and parallel streets should be closed to traffic during prescribed hours so that they may be used for play and games by children under the supervision of teachers. If necessary, Government should be moved to enact suitable legislature to enable the authorities concerned to give effect to the suggestion [Para 7 (5)].

92. Opportunities for vigorous games or play where large numbers can take part simultaneously or in groups should be arranged occasionally for the benefit of elderly children by making use of Municipal or other parks. For this purpose, children will have to be taken there on half or full holidays under the care and guidance of teachers who will have to be suitably remunerated for this extra work. If necessary, arrangements for transport of pupils living at distant places will have to be done at Municipal cost [Para 7 (6)].

Scouting.

93. It is desirable to make the subject of Scouting compulsory, but not to all the children in Municipal schools. The activity should

be confined to boys and girls reading in Primary Standards IV to VII [Para 14 (1)].

94. Although uniforms have a value in Scouting, it should be clearly understood that no boy or girl should be denied Scout training owing to his or her inability to procure a uniform [Para 14 (2)].

95. If Scouting be made compulsory to boys and girls of Standards IV and above in Municipal schools, it would be necessary to arrange for training of ordinary teachers in scouting on a fairly large scale.

As it will take time to train the necessary number of teachers for Scout work, it would be advisable to bring first the pupils of primary standard IV under the system and then to proceed upwards according to the availability of Scout masters. [Para 14 (3)].

96. In all Municipal parks, a corner should be reserved for Scout work and a 'hut' or a 'den' be built for that purpose. Such huts or dens should be constructed, equipped and maintained at Municipal cost [Para 14 (4)].

97. It is necessary to devise ways and means by which *almost all* Scouts can do their bit in the direction of Social Service (Details about ways and means are given in the Report). [Para 14 (5)].

98. The two activities—Physical Instruction and Scouting—should be, as far as possible, intimately co-ordinated in the personnel for supervision and guidance and also in the teaching staff (Para 15).

99. It is desirable to have a Municipal-owned permanent place outside the City of Bombay for instruction, training and recreation of pupils and teachers of Municipal Schools (Para 16).

Medical Inspection and Treatment: Milk Supply and Mid-day Meals (Chapter XIII).

100. Every child should be subjected to a medical examination during the first year of its entrance to a Municipal school in any of the first three (I, II, III) Primary standards. As it is desirable to subject every child to two medical examinations during a four years' career of the Lower Primary Course, the present practice of examining children in the First and Third Year Classes is sound and should be continued (Para 9A).

101. It is desirable to extend the benefit of a medical examination to pupils reading in Standard VI of the Upper Primary Schools. (Para 10).

102. In order to cope with the increase in work of medical inspection involved in the implementation of Suggestion No. 100 above, it would be necessary to appoint full time, part-time or honorary medical officers (Paras 9B to 9D).

103. It is desirable to train teachers in observing the general health of school children and in detecting cases requiring urgent medical aid (Para 12).

104. It is desirable that the School Medical Officers should keep a careful watch, as far as possible, on the progress made towards recovery of children who are given treatment in the School Clinic (Para 14).

105. The Corporation should consider whether it would be desirable and just to recover a whole or part of the treatment charges, on a prescribed scale, from the parents of children treated in School Clinic (Para 15).

106. It would be desirable for the Corporation to clearly define the meaning of the words 'Undernourished needy children' (Vide Corporation Resolution No. 349 of 18th August 1936). (Para 17).

107. The present practice is to include almost all Municipal schools in the Milk Ration Scheme. In each school, a certain number of undernourished children receive the ration. A good many undernourished children who might not have been subjected to medical inspection for some reason or other have to remain without milk ration. A fair deal demands that all available undernourished children in a particular school to which the scheme is applied should receive milk. If funds do not allow the inclusion of all school children in the operation of the scheme, it would be desirable to select a certain number of schools, particularly those in areas whose school population is predominantly poor, and therefore, undernourished. If the operation of the scheme were restricted to such schools only, it would be possible to supply milk to all undernourished children in these schools and not a section of them only (Para 20).

108. In order to make the milk distribution scheme more effective, it would be better to arrange for a periodical review (say every six months) of the most deserving cases of malnutrition in

schools and to make additions and alterations in the list of children to be provided with milk. It is possible that some of the children who may be receiving milk for a year or so continuously may surrender their ration cards to others without much loss to themselves but with great profit to others (Para 18).

109. In view of the fact that a good many children leave school in the first two years of their school career, it would be necessary to investigate statistically, cases of children receiving milk but who leave school in the middle of the First Year or even in the Second Year, so that the actual position in this respect may be fully realised.

Such investigation should also include statistical information about children receiving milk ration *continuously* for six months, for one year, for one year and a half and for two years and more. A statistical survey of this type will enable the authorities to assess approximately the actual benefit of the Milk Scheme to school children irrespective of any other factor (Para 19).

110. It is desirable to carry on *sample* investigations from time to time of cases of children receiving milk continuously for stated period or periods, with a view to ascertaining the effect of milk supply on the health of children (Para 16).

111. Considering the various difficulties that are at present likely to come in the way of supplying hot meals to children in Municipal schools, it is suggested that an experiment should be tried to supply 'Snacks' consisting of one banana, one ground nut cake or similar articles' suggested by the Health Officer, to all children of selected schools (Paras 22 to 24).

Leave Rules (Chapter XIV).

112. In the case of Women in Superior Service, Maternity Leave on full pay up to three months is admissible. The period is counted from the date of proceeding on leave prior to confinement and is limited to six weeks from the date of confinement. In case of miscarriage, no such leave is admissible. It is recommended that six weeks' leave on full pay after miscarriage should be allowed to Women employees in Superior service as such a benefit has been already given under the Rules to Women employees in Inferior Service (Para 5).

Improving conditions of Imparting Education in Municipal Schools (Chapter XV).

A.—Recruitment and Qualifications of Teachers.

113. It is desirable not to recruit hereafter teachers who have passed only the P.S.L.C. Examination (Old V.F. Examination) as recommended by the Corporation in their Resolution No. 772 of 11th October 1948 (Para 3).

114. Teachers in permanent Municipal service (of suitable age), who hold the P.S.L.C. (Old V.F.) or the Matriculation Certificate only, should be sent for training at Municipal cost either with full pay or at least with a decent stipend so as to enable them to be more efficient teachers (Para 3).

115. The present system of recruiting teachers by assigning quotas to the three communities (Advanced, Intermediate and Backward) and also of giving concessions to communities in the percentage of marks obtained in the last qualifying examination, should be given up. If it is found that a certain community has not received its due quota in the recruitment on one occasion, the deficiency should be made up on the next or any succeeding occasion by allotting more seats to that community ; but such extra claim should not be extended to any candidates unless they have obtained the minimum percentage fixed, irrespective of communities (Paras 5 and 7).

116. A certain number of students passing with high credit the P.S.L.C. Examination from the Municipal Primary Schools in the City should be selected for being sent for training with stipends on condition that they would on return serve as teachers in Municipal schools. This measure will give encouragement to deserving students of the Municipal schools and will further serve to secure services of teachers familiar with the environmental conditions of the City (Para 6).

117. While recruiting teachers who are already trained (Second Year Trained, *i.e.*, P.T.C. holders), *other things being equal*, preference should be given to those candidates who have undergone training after passing the Matriculation examination or its equivalent (Para 8).

118. The selection of suitable candidates for teachers' posts in Municipal schools should be entrusted to officials and not to a Committee of non-officials (Para 7).

B.—Maintaining efficiency of Teachers.

119. Every new recruit for a teacher's post should be subjected to a critical examination of his year's work, before he is confirmed in his post. No teacher should be confirmed unless he comes upto the prescribed standard of efficiency. If after two consecutive trials, the teacher fails to come to the expected standard, he should be relieved of his position. This has to be done in a thorough manner and utmost care must be taken to see that no injustice is being done to the teachers [Para 9 (1)].

120. After confirmation, a teacher should be subjected to a close scrutiny of his work, in every third or fifth year of his subsequent service. Stopping of promotion due should be resorted to, if necessary, if in the scrutiny the teacher is found to be wanting in the essentials which go to constitute good teaching. The yearly assessment of a teacher's work as at present carried on may go on, but the periodic assessment should constitute the deciding factor in taking any disciplinary action against the teacher [Para 9 (2)].

121. Every few years, say five, applications may be invited from teachers who have put in not less than prescribed years' service for being included in what may be called 'Merit List'. A preliminary scrutiny based upon the annual remarks on the work of the teacher given by the Inspecting Officers together with the general opinion of the Head Teacher should apply a sieve to the applications and those who can claim special merit may be selected for further appraisal. It will be a good thing if one or two extra promotions are bestowed upon the recipients of the merit mark. Persons placed on the Merit List may be promoted, in course of time, to posts of Head Teachers or to other available responsible posts in spite of the fact that they may not be senior-most in service (Para 11).

122. With a view to raising the status of the teaching profession in general and to take the teachers in confidence in all administrative and academic measures the following arrangement is suggested :—

Consultative Committee should be established in each 'district' mentioned in para 61 of Chapter IV, consisting of Heads of schools in that district. These Committees should elect one Central Consultative Committee from amongst their own members. These Committees through the Central Committee may be invited to give opinion on educational topics

coming before the administration from time to time. It will of course, be open to the authorities to accept, modify or reject the advice given (Paras 12 and 13).

123. It is desirable to publish under the auspices of the Educational Department of the Municipality a quarterly or half-yearly Educational Magazine devoted to educational topics that will be of help to the teachers in raising their efficiency in teaching (Para 14).

Relief to Teachers from Clerical work.

124. A small Committee of Officers should be appointed to go critically through the question of the volume of clerical work in schools, with a view to decide how far it would be possible to reduce it so as to give more time to teachers for class work.

An experiment may be tried in some of the very big schools by supplying an additional teacher mainly meant for clerical work of the school. A careful watch may be kept to see how far this measure would result in enabling the teachers to devote their entire time to teaching (Para 15).

C.—Pupils.

125. (1) Admissions to pupils of school-age to the first year class (now first standard) should be restricted —

- (i) to the first month in the first school term which is to begin on or about 1st March and end with the last day of April;
- (ii) to the first fifteen days of the second school term which begins by the middle of June and ends before the Diwali holidays (late in October);
- (iii) to the first fifteen days of the third term which begins by the middle of November to about the last week of February.

(2) In the case of admissions made to the first standard in June and November as mentioned in (ii) and (iii) above, the children should be made to attend separate classes of their own and should be put under a teacher who will attend to their instruction and try to bring them up to the standard attained by others who had joined earlier, i. e., in March. (Para 18).

Lower age-limit for Compulsion.

126. (1) The Corporation should approach Government with the proposal that the lower age-limit or compulsion should be seven instead of six as at present.

(2) Wherever a choice has to be made, the higher age children should be first brought under instruction.

(3) Children of six should be allowed to join schools if they come to school of themselves, but if they are to be made to attend by persuasion or force, they should be seven or more.

(4) No child under six should be allowed to join a Municipal school. (This is already accepted under Schools Committee's Resolution No. 1591 of 17th March 1948).

(5) A child should be assumed to have attained the minimum age for compulsion on the first day of the school term (there are now three terms) in which he actually attains that age. (Paras 20 to 25).

Pupils per Teacher.

127. The number of pupils per teacher to be assigned to each of the sides of schools (Marathi, Gujarati, Urdu, etc.), should be fixed on the total number of rolls and not on the total average attendance. However in assigning teachers to individual schools, the officers concerned should fix the number on average attendance of pupils and not that on roll. In order to keep the total number of teachers within the prescribed limit based on the prescribed number of pupils on roll per teacher, it is necessary to fix the minimum and the maximum number of pupils on roll per teacher also. A critical survey of the available room space in each of the Municipal schools is a necessary step to be taken to enable the administration to fix up the minimum, maximum and average number of pupils to be entrusted to each teacher. Such a survey will yield ample data to arrive at a fair decision on this question of fixing the average number of pupils to be entrusted to one teacher (Paras 26 to 30).

The Head Teacher and Supervision of Teachers' work.

128. The Head Master's responsibility in maintaining the efficiency of teaching in his school by exercising proper supervision over his assistants should be duly recognised and he should be

given opportunity to have his say in all questions relating to the discipline, promotion and even transfers of his subordinates (Paras 31 and 31A).

Supply of Teachers.

129. All necessary steps should be taken in good time to enable the schools to have the additional number of teachers as and when required (Para 32).

Transfers of Teachers.

130. Every case of 'deputation' or 'transfer' of teachers should be very carefully scrutinised so as to keep in view the principle that it is in the best interest of a class that the same teacher should be in its charge throughout the academic year.

The same principle should be equally applied to the transfer of a Head Teacher in the interest of the school concerned. (Paras 33 and 33A).

Experiments, Investigations and Research.

131. A small department of Experiments, Investigations and Research be started at an annual cost of say, Rs. 20,000. The department should work under a Committee of say five persons including the Secretary, Schools Committee (Education Officer). Two of the Committee members should be selected with a view to representing expert knowledge of methods of investigations, etc. Two members should represent Educational Officers and Teachers. This Committee of five should publish lists of topics for experiments, investigations, etc., and invite teachers to give them help. After proper selection of workers, the Committee should lay down the methods of investigation etc., and go on watching them from time to time with a view to keeping the workers in the right path. The results of the investigations etc., should be scrutinised and published for the information of all concerned. One or two paid full-time helpers will have to be engaged. Suitable remuneration to be given to the field workers (who will mostly come from the teaching profession) should be determined by the Committee from time to time (Paras 34 to 40).

APPENDICES.

APPENDIX A (I).

Text of the Draft Bill—1939; Additions and alterations proposed by the Remembrancer of Legal Affairs, Government of Bombay, and subsequent comments by the Municipal Solicitors.

DRAFT BILL 1939.

Bill No. of 193 .

A Bill further to amend the City of Bombay Introduction.
Municipal Act III of 1888.

WHEREAS it is expedient that the City of Bombay Municipal Act III of 1888 should be amended in manner hereinafter appearing; It is hereby enacted as follows :—

Remembrancer of Legal Affairs.

A bill to amend the City of Bombay Municipal Act, 1888.

Whereas it is expedient to amend the City of Bombay Municipal Act, 1888, for the purposes hereinafter appearing ;

And whereas the Governor of Bombay has assumed to himself under the Proclamation dated the 4th November 1939 issued by him under Section 93 of the Government of India Act, 1935, all powers vested by or under the said Act in the Provincial Legislature,

Now, therefore, in exercise of the said powers, the Governor of Bombay is pleased to make the following Act :—

Municipal Solicitors.

No comments.

DRAFT BILL.

Short title.

1. This Act may be called the City of Bombay Municipal (Amendment) Act 194 .
2. This Act shall come into operation on the 1st day of April 194 .

Remembrancer of Legal Affairs.

Short title and commencement.

1. (1) This Act may be called the City of Bombay Municipal (Amendment) Act, 194 .
- (2) This Act shall come into force on such date as the Provincial Government may by notification in the official gazette appoint.

Municipal Solicitors.

They agree with the Remembrancer of Legal Affairs in incorporating Clause 1 and Clause 2 of the Draft Bill under Clause 1(1) and (2):

DRAFT BILL.

No definitions of (1) "education fund" and (2) "education officer" were given in the Draft Bill. Under a separate Clause, R.L.A. has, however, given a special clause to the definitions—Clause 2.

R. L. A.

Amendment of Section 3 of Bom. III of 1888. He defines "education fund" and "education officer" as under :—

2. In Section 3 of the City of Bombay Municipal Act, 1888, hereinafter called the said Act, after Clause (1) the following clause shall be inserted namely :—

"(mm) 'education fund' means the education fund constituted under Section 111.

(nn) 'Education Officer' means the Municipal Education Officer appointed under Section 76A."

Municipal Solicitors.

They have re-drafted the clause as under :—

Amendment
of
Section 3, of Bom. III
of 1888.

2. In Section 3 of the City of Bombay Municipal Act, 1888, hereinafter called the said Act, after Clause (H) the following new clause shall be inserted, namely :—

“(mm) ‘Education Officer’ means the Municipal Education Officer appointed under Section 76A, and includes a person appointed to act as Municipal Education Officer under sub-section (1) of Section 85 ;”—

as ‘education fund’ is defined in Section 111 of the Act.

DRAFT BILL.

3. Sections 38C, 39, 49A, 49B, 49C, 49D, 49E, 49F, 49G, 49H, 49I and 49J shall be repealed.

R. L. A.

R. L. A. transfers a part of Clause 3 (deletion of Sections 38C and 39) to a new Clause, *i.e.*, Clause 4, retains Sections 49A, 49B, 49C, 49D, 49E, 49F, 49G, 49H and 49I of the principal Act as they are for the Improvements Committee, and inserts a new Section (49J) for the old Section 49J as Clause 5.

Clause 3 is, therefore, a new Clause—Amendment of Section 4 of Bom. III of 1888.

“3. In Section 4 of the said Act, after the brackets, letter and words “(B) a Standing Committee,” the following shall be inserted, namely :—

Amendment
of
Section 4 of Bom. III
of 1888.

“(BB) a Schools Committee ;”

Municipal Solicitors.

They agree with R.L.A. and are of opinion that the Schools Committee should be designated as a Municipal authority under Section 4 of the Municipal Act.

DRAFT BILL.

4. After Section 49 of the said Act there shall be inserted the following new headings and sections, namely :—

The Schools Committee.

Constitution of Schools Committee.

49A. The Schools Committee shall consist of sixteen members of whom twelve shall be councillors, and the remaining four, of whom two shall be women shall be persons whose names are entered in the Municipal Election Roll, but who are not councillors.

Members of Schools Committee when to be appointed.

49B. The Schools Committee shall be appointed by the Corporation at their first meeting in the month of April after general elections.

Disqualification for membership of Schools Committee.

49C. A person shall not be eligible for election as a member of the Schools Committee :—

(a) if he is directly or indirectly interested in any immovable property on or in which any municipal school or office is located, or in any institution or school which receives a donation or grant-in-aid from the Schools Committee or the Corporation ;

(b) if not being a councillor he would be disqualified from being elected a councillor under Section 16 of this Act.

Explanation.—A person shall be deemed to be 'interested' within the meaning of Clause (a) of this section if he derives or has been promised, directly or indirectly, any pecuniary gain from or in respect of such property, institution or school, whether by way of a price or rent or premium or other thing of value, whether of the like nature or not.

Cessation of membership of Schools Committee on subsequent disqualification.

49D. If any person having been appointed a member of the Schools Committee—

(a) becomes disqualified for being a member for any reason mentioned in the last preceding section ; or

(b) absents himself during three successive meetings of the Schools Committee, except on account of temporary illness or other cause to be approved by the Schools Committee

or

(c) absents himself from or is unable to attend the meetings of the Committee during eight successive months from any cause whatever, whether approved by the Committee or not, he shall cease to be a member of the Schools Committee and his seat shall become vacant.

49E. (1) The Schools Committee shall at their first meeting in each official year appoint one of their own number, being a councillor, to be their Chairman until the first meeting of the said Committee in the next following official year.

Appointment of
Chairman of Schools
Committee.

(2) The retiring Chairman shall be eligible for re-election.

(3) If any casual vacancy occurs in the office of Chairman, the Schools Committee shall, as soon as they conveniently can, after the occurrence of such vacancy, choose one of their number, being a councillor, to fill such vacancy and every Chairman so chosen shall continue in office only so long as the person in whose place he is appointed would have been entitled to continue if such vacancy had not occurred.

49F. (1) One-half of the councillor members and one-half of the other members of the Schools Committee shall retire from office at noon on the first day of April next following the date of their election. The members to retire shall be selected by lot at such time previous to the first day of March immediately preceding and in such manner as the Chairman shall determine.

Members of
Schools Committee to
retire by rotation.

(2) The remaining members of the Schools Committee shall retire from office at noon on the first day of April next following the first day of April aforesaid.

Appointment of members of Schools Committee to replace those who retire.

49G. (1) The Corporation shall at their ordinary meeting in the month of March appoint fresh members of the Schools Committee to fill the offices of those who retire from time to time as aforesaid.

(2) Any retiring member of the Schools Committee shall be eligible for re-election.

Casual vacancies in Schools Committee how to be filled up.

49H. In the event of non-acceptance of office by a person appointed to be a member of the Schools Committee or of the death, resignation or disqualification of a member of the said Committee or of his becoming incapable of acting previous to the expiry of his term of office or of his seat becoming vacant under Section 49D, the vacancy shall be filled up, as soon as it conveniently may be, by the appointment by the Corporation of a person thereto, who shall hold office so long only as the person in whose place he is appointed would have been entitled to hold it, if the vacancy had not occurred.

Corporation to decide disputes as to vacancies in Schools Committee.

49I. If any question or dispute arises whether a vacancy has occurred under this section the orders of the Corporation shall be final for the purpose of deciding such question or dispute.

Each Schools Committee to continue in office till a new Committee is appointed.

49J. The Schools Committee in existence on the day for the retirement of councillors shall continue to hold office until such time as a new Schools Committee is appointed under Section 49B, notwithstanding that the members of the said Committee or some of them may no longer be councillors.

Members of Schools Committee to act notwithstanding defect in appointment.

49K. The members duly appointed may perform all the functions legally pertaining to the Committee, notwithstanding any default, delay or defect in the appointment of any member.

Provisions regulating proceedings of Schools Committee.

49L. The Schools Committee shall meet for the despatch of business in the Chief Municipal Office and may from time to time make regulations with respect to meetings and to the management of

schools under their control subject to the following conditions :—

- (a) there shall be a meeting of the Schools Committee once a month and at such time as shall be found necessary ;
- (b) the first meeting of each Schools Committee shall be held on a day and at a time to be fixed by the Mayor and if not held on that day shall be held on some subsequent day to be fixed by the Mayor, and every subsequent meeting of the Schools Committee shall be held on such day and at such time as the said Committee from time to time determine;
- (c) the Chairman of the Schools Committee may, whenever he thinks fit, and shall, upon the written request of not less than four members, call a special meeting ;
- (d) no business shall be transacted at a meeting of the Schools Committee unless at least eight members are present ;
- (e) every meeting of the Schools Committee shall be presided over by the Chairman if the Chairman is present at the time appointed for holding the meeting, and if the Chairman is absent, by such one of the councillor members present as may be chosen by the meeting to be Chairman for the occasion ;
- (f) every question shall be decided by a majority of votes of the members of the Schools Committee present and voting on that question, the presiding authority having a second or casting vote when there is an equality of votes ;

(g) a minute shall be kept by the Education Officer of the names and members present and of the proceedings at each meeting of the Schools Committee in a book to be provided for this purpose, which shall be signed at, and by the presiding authority of, the next ensuing meeting after confirmation by the Committee at such meeting ;

(h) a member of the Schools Committee shall not vote or take part in the discussion before the said Committee or before any sub-committee of any matter in which he has, directly or indirectly, by himself or by his partner any share or interest such as is described in clauses (g) to (l), both inclusive, of sub-section (2) of Section 16, or in which he is professionally interested on behalf of a client, principal or other person.

Appointment of sub-committees by Schools Committee. 49M. The Schools Committee may from time to time appoint out of their own body sub-committees consisting of such number of persons as the Schools Committee may think fit and may refer to such sub-committees for inquiry and report or for opinion any matter with which the Schools Committee is competent to deal under the provisions of this Act.

R. L. A.

Deletion of Sections 38C and 39 of Bom. III of 1888. A part of Clause 3 of the Draft Bill, 1939, *i.e.*, deletion of sections 38C and 39 is given a new number-Clause 4.

Sections 49-A to 49-M governing the constitution of Schools Committee, etc., are transferred to Clause 6 as Sections 50 to 50-K.

Municipal Solicitors.

They propose Section 50-G(1) to run as under :—

“ One-half of the Councillor members and one-half of the other members of the schools committee shall retire at noon on the first day of April every year ”

And

50-G(2) as under :—

“ The members who shall retire on the first day of April next..... ”

And

50-G(3) as under :—

“ During the succeeding years the members who shall retire under sub-section (1) shall be the members who have been longest in office ”

The solicitors have added a section, namely Section 4-A to Section 4 of the Draft Bill as under :—

“ 4-A. Immediately before section 49-A of the said Act, the words ‘Improvements Committee’ shall be inserted as a sub-chapter heading in Chapter II of the said Act.’ ”

Note.—In the Draft Bill 1939, Sections 50 to 50-I are given to the constitution, etc., of the Improvements Committee. The text is not reproduced here and no remarks are offered, as the matter does not refer to Schools Committee.

DRAFT BILL.

5. In Section 51 of the said Act, the words ‘or of the Standing Committee’ shall be repealed.

R. L. A.

Clause 5 is given to a new Section 49-J in Bombay III of 1888. It refers to the appointment of sub-committees by the Improvements Committee.

Clause 5 of the Draft Bill is given No. 7 by the R. L. A. There is no change in the text.

Municipal Solicitors.

They approve of the Clause, but advise that new sub-chapter headings for the Improvements Committee and the Schools Committee should be inserted at proper places.

DRAFT BILL.

6. In Section 52 of the said Act, the words 'of the Standing Committee or' and the words 'or Standing Committee' shall be repealed.

R. L. A.

This Clause is numbered Clause 8 by R. L. A.

The Schools
Committee.

Constitution, etc.

R. L. A. describes the constitution of the Schools Committee, etc., under Clause 6. Sections 50 to 50-K refer to the constitution, etc., of Schools Committee. No particular changes are proposed in the text of the old sections but Sections 49-F and 49-G are re-drafted into only one section, *viz.*, 50-G.

Municipal Solicitors.

They have clarified Section 50-G (1), (2) and (3) as necessary.

DRAFT BILL.

7. In Section 53 of the said Act, the words 'or Standing Committee' shall be repealed.

R. L. A.

No change in the text of the amendment is proposed but Clause 7 of the Draft Bill is numbered Clause 9 by R. L. A.

Municipal Solicitors.

No change proposed.

DRAFT BILL.

8. In Section 64 of the said Act—

(i) in sub-section (1) the numerals, commas and word '40, 41, 49-A or 50' be substituted for the numerals, commas and word '39, 40, 41 or 49-A ;'

Amendment of
Section 64 of Bom.
III of 1888.

(ii) after sub-section (2), the following new sub-section shall be inserted, namely—

(iii) Subject to the restrictions, limitations and conditions imposed by this Act and to any bye-laws made under Section 461 of this Act, the executive power for the purpose of carrying out the provisions of clause (g) of Section 61 of this Act shall vest in the Schools Committee, who shall—

Special functions of
Schools Committee.

(a) provide out of the funds placed at its disposal by the Corporation (i) for the accommodation, equipment, maintenance, etc., of an administrative office for the Committee, and (ii) for the accommodation and maintenance of primary schools which at any time vest wholly or partly in the Corporation, and for otherwise aiding primary education in accordance with this Act, and with rules made by the Corporation in this behalf ;

(b) appoint and remove teachers and other persons employed in the primary schools maintained out of the municipal fund or in connection with the administration thereof and, subject to any general or special directions of the Corporation to be given from time to time, direct and control the instruction given in such schools ;

(c) prescribe the duties of and exercise supervision and control over the acts and proceedings of Municipal officers and servants immediately subordinate to the committee.

(iii) sub-Section (3) shall be re-numbered as sub-section (4), and in the sub-section as re-numbered after the words 'provisions of this Act' there shall be inserted a comma and the words and comma 'other than the power hereby vested in the Schools Committee,'

and in clause (b) of the sub-section after the words 'subordinate to him' the comma shall be deleted and there shall be inserted the words and comma 'and the Municipal officers and servants immediately subordinate to the Schools Committee.'

R. L. A.

This Clause is numbered Clause 10 by R. L. A.

Minor changes have been proposed in the numbering of the sub-sections of Section 64 of the Act. In view of the new provisions in Section 76E relating to appointment of Municipal officers and servants subordinate to the Schools Committee, R. L. A. does not deem it necessary to retain the words "appoint and remove teachers and other persons employed in the primary schools maintained out of the Municipal fund or in connection with the administration thereof" under Section 64 (3) (b).

Municipal Solicitors.

They agree with R.L.A.

DRAFT BILL.

9. In Section 65 of the said Act, the words 'of the Standing Committee or' and the words 'the Standing Committee or' wherever they occur shall be deleted, and in place of the word 'other' the word 'such' shall be substituted.

R. L. A.

This Clause (Clause 9) is numbered Clause 11 by R. L. A. It is re-arranged under sub-sections (a) and (b). No particular change.

Municipal Solicitors.

They agree.

DRAFT BILL

10. In Section 69 of the said Act, after the words and comma 'any purpose of this Act,' the words and comma 'other than contracts for which provision is made in Section 69A,' shall be inserted.

R. L. A.

This clause is numbered Clause 12 by R. L. A.

Municipal Solicitors.

They agree with R. L. A.

DRAFT BILL

11. After Section 69 of the said Act, the following new section shall be inserted, namely:—

Insertion of new Section 69-A in Bom. III of 1888.

69A. With respect to the making of contracts for any purpose of the Schools Committee under this Act, including contracts relating to leases for which provision is made in sub-section (6) of Section 90 and in Clause (a) of Section 92A, but otherwise excepting contracts relating to the acquisition or disposal of immoveable property or any interest therein or any right thereto, the following provisions shall have effect namely:—

Power of Schools Committee as to making contracts on behalf of the Corporation.

(a) every such contract shall be made on behalf of the Corporation by the Education Officer and the Chairman of the Schools Committee or failing the Chairman any other councillor member of the Schools Committee deputed by the Committee to act for the Chairman in this behalf, who are hereinafter referred to as the competent authority;

(b) no contract which will involve an expenditure exceeding five hundred rupees shall be made by the competent authority

unless the same is previously approved by the Schools Committee ;

(c) every contract made by the competent authority involving an expenditure exceeding two-hundred but not exceeding five hundred rupees shall be reported by the Education Officer to the Schools Committee within fifteen days after the same has been made ;

(d) the foregoing provisions of this section shall, as far as may be, apply to every contract which the competent authority shall have occasion to make in the execution of any purpose of the Schools Committee, and the same provisions of this section which apply to an original contract shall be deemed to apply also to any variation or discharge of such contract.

R. L. A.

This Clause is re-numbered Clause 13.

R.L.A. proposes Section 69A (d) to run as under :—

“(d) the foregoing provisions of this section shall, so far as may be, also apply to any variation or discharge of a contract.”

Municipal Solicitors.

They are for retaining Section 69A (d) as it is in the Draft Bill.

DRAFT BILL

12. In Section 70 of the said Act—

(a) after the word ‘Commissioner’ wherever it occurs the words ‘or the competent authority for the Schools Committee’ shall be inserted ;

(b) in Sub-section (1) between the words 'his' and 'own' the words 'or their' shall be inserted and, after the word and comma 'behalf', the words and comma 'as the case may be,' shall be inserted;

(c) in proviso (b) to sub-section (1) after the words 'five hundred rupees' a comma and the words and commas 'if made by the Commissioner, or one thousand rupees, if made by the competent authority for the Schools Committee,' shall be inserted;

(d) in sub-section (1A), between the words 'his' and 'satisfaction' the words, 'or their' shall be inserted, and after the word 'satisfaction' a comma and the words and full point, 'as the case may be.' shall be inserted.

R. L. A.

This Clause is re-numbered Clause 14.

A few verbal changes are proposed in the original draft.

Municipal Solicitors.

They agree with R. L. A.

DRAFT BILL

13. In Section 72 of the said Act—

(a) in sub-section (1) and (2) after the word 'Commissioner' the words 'and the competent authority for the Schools Committee' shall be inserted;

(b) in sub-section (1), after the word and comma 'rupees,' the words and commas 'in the case of contract entered into by the Commissioner, or exceeding five hundred rupees, in the case of a contract entered into by the competent authority' shall be inserted;

(c) in sub-section (2), after the word, number and comma 'section 69,' words, numerals and commas 'in the case of the Commissioner, and Clause (b) of Section 69A, in the case of the competent authority', shall be inserted, and after the word 'him' the words and commas 'or them, as the case may be,' shall be inserted:

(d) in sub-section (3), after the word and comma 'Commissioner,' the words and comma 'and Schools Committee may authorize the competent authority,' shall be inserted, and after the word 'proceedings' the word 'respectively' shall be inserted, and after the word 'he' the words and commas 'or they, as the case may be,' shall be inserted.

R. L. A.

No change in the original draft of the Section is proposed. This clause is re-numbered Clause 15.

Municipal Solicitors.

As the amendment is suggested by R.L.A., they have nothing to add.

DRAFT BILL

14. In Section 73 of the said Act, after the word 'Commissioner' the words 'or the competent authority for the Schools Committee' shall be inserted; the words 'into which he enters' in the two places where they occur shall be repealed and the words 'entered into' shall be substituted in both places; between the words 'his' and 'discretion' the words 'or their' shall be inserted; and after the word and comma 'discretion,' the words and commas 'as the case may be,' shall be inserted.'

R. L. A.

A few verbal changes are proposed.
This Clause is re-numbered Clause 16.

Municipal Solicitors.

They propose four grammatical corrections in the draft of the Section. The Section should run as under :—

16. In Section 73 of the said Act—

(1) after the word "Commissioner" the words, figures and letter "or the competent authority referred to in Section 69A" shall be inserted ;

(2) for the words "into which he enters" the places where they occur, the words "entered into" shall be substituted ; and

(3) for the words "his discretion" the words "his or their discretion, as the case may be," shall be substituted.

DRAFT BILL

15. In the heading immediately preceding Section 76A of the said Act, the words 'and servants' shall be inserted after the word 'Officers.'

R. L. A.

This Clause is re-numbered 17, but forms a heading only. The heading is to be "Officers and Servants of the Schools Committee."

Municipal Solicitors.

No remarks.

DRAFT BILL

16. Section 76A of the said Act shall be repealed and the following new Sections inserted after the last mentioned heading namely—

76A. The Corporation shall from time to time appoint a fit person to be Municipal Education Officer, who shall :—

Appointment of
Education Officer and
his duties.

(a) perform such duties as he is directed by this Act to perform and exercise such

executive powers, in relation to the functions of the Schools Committee; as may be delegated to him from time to time by the Schools Committee ;

(b) have the custody of all the papers and documents connected with the proceedings of the Schools Committee or any sub-committee thereof ;

(c) devote his whole time and attention to the duties of his office ;

(d) receive such monthly salary as the Corporation may from time to time determine ;

(e) be removable at any time from office for misconduct or for neglect of or incapacity for the duties of the office by the Corporation.

Special functions of
Education Officer.

76B. Subject to the conditions of any delegation of powers by the Schools Committee under Clause (a) of Section 76A, the Education officer shall prescribe the duties of, and exercise supervision and control over the acts and proceedings of all officers and servants subordinate to the Schools Committee and, subject to the regulations for the time being in force under Section 81, dispose of all questions relating to the service of the said officers and servants and their pay, privileges and allowances.

Delegation of powers
of Education Officer
to subordinate Officers.

76C. Any of the powers, duties or functions conferred or imposed upon the Education Officer, by virtue of any delegation by the Schools Committee under Clause (a) of Section 76A, may be exercised performed, or discharged under his control and subject to his revision and subject also to such conditions and limitations, if any, as he shall think fit to prescribe, by any officer not below the rank of Superintendent subordinate to the Schools Committee whom the Education Officer generally or specially empowers in writing in this behalf and the words, 'Education Officer' shall to the extent to which any officer is so

empowered, be deemed to include such officer: Provided that the Education Officer shall report to the Schools Committee the occasions on which and the extent to which any such officer is empowered under this section.

76-D (1) The Education Officer shall from time to time prepare and bring before the Schools Committee a schedule setting forth the designation and grades of officers and servants who should in his opinion be maintained for the purposes of the said Committee, including clerks and messengers intended to be employed in the central administrative office of the Schools Committee, and the amount and nature of the salaries, fees and allowances which he proposes should be paid to each.

Schedule of officers and servants for educational establishment to be prepared by Education Officer and sanctioned by Schools Committee.

(2) The Schools Committee shall sanction such schedule either as it stands or subject to such modifications as they deem expedient: Provided that no new office of which the aggregate emoluments exceed two hundred rupees per month shall be created without the sanction of the Corporation.

76-E. (1) The power of appointing municipal officers subordinate to the Schools Committee, whether temporary or permanent whose minimum salary exclusive of allowances is or exceeds four hundred rupees shall vest in the Corporation and the power of appointing such officers and servants whose minimum monthly salary exclusive of allowance is or exceeds one hundred rupees but does not amount to four hundred rupees shall vest in the Schools Committee.

Power of appointment of officers and servants of Schools Committee in whom vested.

(2) Save as otherwise provided in this Act, the power of appointing Municipal officers and servants subordinate to the Schools Committee shall, subject to the schedule for the time being in force prepared and sanctioned under Section 76-D, vest in the Education Officer.

R. L. A.

This clause is re-numbered Clause 17.

R. L. A. proposes to omit from Section 76-C of the Draft Bill the words "to the extent to which any officer is so empowered, be deemed to include such officer :"

Municipal Solicitors.

The Solicitors state that the drafting of the Section 76-C was based upon similar language with reference to the Commissioner under Section 68(1) of the Act, which deals with the Commissioner's powers of delegation. In Section 68(2), the sections of the Municipal Act with respect to which the Commissioner may delegate powers are specifically set out. Under the proposed Section 76-C the language is more general and contemplates delegation of any of the powers, duties or functions conferred or imposed upon the Education Officer by this Act or by virtue of any delegation of the Schools Committee under Clause (a) of sub-section (2) of Section 76-A (*Vide* Clause 17, Section 76-A (2)(a) as drafted by the R.L.A.). The latter category refers to executive powers which are not necessarily set out in the Act, but which are to be exercised generally by the Schools Committee. In the circumstances, the additional words proposed by the R.L.A. would not add anything to the interpretation and need not be insisted upon in this case.

DRAFT BILL.

17. Section 76-B of the said Act, shall be re-numbered as 76-F.

R. L. A.

This clause is re-numbered as Clause 18. No change is proposed.

Municipal Solicitors.

No remarks.

DRAFT BILL.

18. In Section 80 of the said Act—

(a) the numeral and comma '39,' shall be deleted; after the numeral '76-A' a comma shall be inserted and the word and numeral 'and 76-B' deleted; and thereafter the numeral and comma '76-F,' shall be inserted;

(b) the words 'under the last preceding section' shall be deleted and the words 'either under Section 76-D or under Section 79' shall be substituted.

R. L. A.

This clause is re-numbered Clause 19.

It is proposed to run as under :—

19. In section 80 of the said Act:—

(1) the figures "39" shall be deleted,

(2) for the figures and letter "76-B" the figures and letter "76-F" shall be substituted; and

(3) for the word "under" where it occurs for the second time the words, figures and letter "either under section 76-D or" shall be substituted.

Municipal Solicitors.

They propose that the section should run as under :—

19. In section 80 of the said Act,—

(1) the figures "39" shall be deleted;

(2) the word "and" after the figures and letter "76-A" shall be deleted, and a comma shall be substituted;

(3) for the figures and letter "76-B" the figures and letter "76-F" shall be substituted; and

(4) before the word "under" where it occurs for the second time the words, figures and letter "either under section 76-D or" shall be inserted.

As the R. L. A. has made no provision for amendment in section 80-A, the solicitors have proposed a new clause (19-A) to run as under :—

19-A. In section 80-A of the said Act, the words, figures and letter "save as provided in section 76-E" shall be inserted at the commencement of the section.

Amendment of
Section of 80-A of
Bom. III of 1888.

DRAFT BILL.

19. In Section 80-A of the said Act, at the commencement of the section the words and comma 'Save as otherwise provided in this Act,' shall be inserted.

R. L. A.

R. L. A. has made no provision for amendment in section 80-A of the Act.

Municipal Solicitors.

The solicitors have proposed that section 19 of the Draft Bill may run as under :—

19-A. "In section 80-A of the said Act, the words, figures and letter 'save as provided in section 76-E' shall be inserted at the commencement of the section." (*Vide* Municipal Solicitors' opinion quoted in reference to clause 18 of the Draft Bill).

DRAFT BILL.

20. In sub-section (2) of Section 83—

(i) in clause (b) the numerals and comma '76-A, 76-B' shall be deleted, and the numeral '76-F' shall be substituted ;

(ii) after clause (b) the following clause shall be inserted, namely—

(c) an officer appointed by the Corporation under Section 76-A or 76-E may be suspended by the Schools Committee, on the vote of not less than three-fourths of the members of the said Committee pending an order of the Corporation, such suspension and the reason therefor being forthwith reported to the Corporation.

(iii) Clause (c) shall be re-numbered as clause (d), and in the clause as re-numbered the numeral '76-B' shall be deleted, and thereafter the numerals and commas '76-E, 76-F,' shall be inserted ;

(iv) after the last mentioned clause, the following clause shall be inserted, namely—

(e) any officer appointed by the Schools Committee may be fined, reduced or suspended, or with the previous approval of the Schools Committee dismissed, for any breach of departmental rules or discipline or for carelessness, unfitness, neglect of duty or other misconduct by the Education Officer.

R. L. A.

This clause is given the same number, *i.e.*, No. 20.

No changes except a few verbal changes are proposed.

Municipal Solicitors.

They agree with R. L. A.

DRAFT BILL.

21. In Section 84 of the said Act—

(i) in sub-section (1) the words 'and other than an officer or servant the power of

appointing whom is vested in the Schools Committee' shall be deleted, and the words 'or the Schools Committee' shall be substituted ;

(ii) in clause (b) of sub-section (2) the words 'or in the Schools Committee' shall be deleted, and the words 'and not being an officer immediately subordinate to the Schools Committee' shall be substituted ;

(iii) sub-section (3) shall be repealed, and the following sub-section substituted, namely—

(3) Leave of absence, subject as aforesaid, may be granted—

(a) by the Schools Committee for a period not exceeding three months, to the Education Officer and by the Corporation for any period in excess of three months ;

(b) by the Schools Committee for a period exceeding three months to any Municipal officer or servant the power of appointing whom is vested in the said Committee ;

(c) by the Education Officer to any Municipal Officer or servant, the power of appointing whom is vested in him, and for a period not exceeding three months to any officer or servant, the power of appointing whom is vested in the Schools Committee.

R. L. A.

The number of the clause is the same, *i.e.*, 21.

A few verbal changes are proposed.

Municipal Solicitors.

They propose no change in the draft of the R. L. A. except one correction—

“That officer” instead of “such officer.”

DRAFT BILL.

22. In Section 90 of the said Act—

(a) after sub-section (5) the following sub-section shall be inserted, namely—

(6) the foregoing provisions of this section shall not apply to a lease entered into by the Schools Committee pursuant to this sub-section, and it is hereby declared that the Schools Committee may on behalf of the Corporation and for any purposes of the said Committee acquire any immovable property on lease, and such lease may be executed on behalf of the Corporation by the competent authority as provided in Section 69-A for the making of contracts:

Provided that no lease for a period exceeding one year or an annual rental exceeding six thousand rupees shall be entered into unless the previous approval of the Corporation has been duly obtained therefor.

(b) sub-section (6) shall be re-numbered as sub-section (7).

R. L. A.

The number of the clause is the same, *i.e.*, 22. R. L. A. proposes that Clause 22 should run as under :—

22. In section 90 of the said Act, after sub-section (5) the following new sub-section shall be inserted, namely :—

“(5-A) Notwithstanding anything contained in sub-sections (4) and (5), the schools committee may on behalf of the Corporation and for any purpose relating to the functions of the schools committee under this Act acquire any immovable property by entering into a lease and such

lease may be executed on behalf of the Corporation by the competent authority referred in section 69-A :

Provided that no such lease for any period exceeding one year or for an annual rental exceeding six thousand rupees shall be entered into unless the previous approval of the Corporation has been obtained therefor.

Municipal Solicitors.

They are of opinion that the wording of the original Draft Bill should be restored, as the idea underlying the drafting of the section was that the Schools Committee should be given for their own special purposes complete power of negotiating and entering into leases for a period not exceeding one year and at an annual rental not exceeding Rupees six thousand including the power of executing the necessary documents through the 'competent authority' and without reference to the Corporation. In the case however of leases not falling within these limits it was never proposed that the ordinary procedure for leasing under section 90 should not apply, including execution of the documents by the Commissioner and under seal of the Corporation.

DRAFT BILL

23. In Section 92 of the said Act—

(a) after the words 'belonging to the Corporation' where they first occur, there shall be inserted a comma and the words and comma 'except in cases for which provision is made in Section 92-A,'

(b) at the commencement of clause (e) the words and comma 'except as hereinafter provided in Section 92-A,' shall be inserted.

R. L. A.

The clause bears the same number, *i.e.*, 23.

R. L. A. proposes that the clause should run as under :—

23. "In section 92 of the said Act after the words 'belonging to the Corporation' where they occur for the first time, the words, figures and letter 'save in cases for which provision is made in section 92-A' shall be inserted."

Municipal Solicitors.

The solicitors agree with R. L. A.

DRAFT BILL.

24. After Section 92 of the said Act, the following new section shall be inserted, namely :—

Provisions governing disposal of certain property in charge of Schools Committee

92A. With respect to the disposal of property belonging to the Corporation and held for the purposes of or provided out of funds placed at the disposal of the Schools Committee, the following provisions shall have effect, namely—

(a) the Schools Committee may, in their discretion, sub-lease any part or parts of any immovable property acquired on lease pursuant to sub-section (6) of Section 90, provided that such part or parts are not required for any purposes of the said Committee, and any such sub-lease shall be executed on behalf of the Corporation by the competent authority as provided in Section 69A for the making of contracts ;

(b) the Education Officer may, in his discretion, dispose of, by sale or otherwise, any movable property not exceeding in value, in each instance, two hundred

rupees, and shall report any such disposal within fifteen days to the Schools Committee ;

(c) with the sanction of the Schools Committee, the Education Officer may dispose of, by way of sale or otherwise, any movable property of which the value does not exceed five hundred rupees ;

(d) with the sanction of the Corporation, the Schools Committee may dispose of, by way of sale or otherwise, any movable property.

R. L. A.

The number of the clause is the same, *i.e.*, 24.

R. L. A. has proposed a few verbal changes.

Municipal Solicitors.

They are of opinion that the words "the Education Fund" should be substituted for the words "funds placed at the disposal of such committee" in the draft of R.L.A.

On other points they agree with R.L.A.

DRAFT BILL.

25. In Section 111 of the said Act—

(a) after the word 'shall' in the expression 'shall be credited to a fund', there shall be inserted a comma and the words and comma 'except as hereinafter mentioned, ' ;

(b) at the end of the section the following proviso shall be inserted, namely—

Provided also that—

all proceeds of the disposal of any property and all rents received by the Schools Committee under the provisions of Section 92A of this Act ;

all fees and fines received in municipal schools ; all moneys received by or on

behalf of the Corporation from the Provincial Government by way of grant for the exclusive purposes of Clause (g) of Section 61 of this Act ; and

all interest and profits arising from any transaction in connection with any moneys referred to in this proviso or with any funds placed at the disposal of the Schools Committee by the Corporation ;

shall be credited to a separate fund to be called 'the education fund', which shall be held by the Corporation in trust for the purposes of Clause (g) of Section 61 of this Act, subject to the provisions hereafter contained.

R. L. A.

This Clause bears the same number, *i.e.*, 25.

R.L.A. has re-drafted the section, but it makes no difference in the spirit or in the effect of the text of the section.

Municipal Solicitors.

They approve of R. L. A.'s draft.

DRAFT BILL.

26. In Section 112 of the said Act—

(a) the words and comma 'Imperial Bank of India, Bombay' shall be substituted for the words 'Bank of Bombay' ;

(b) a comma shall be substituted for the full stop at the end of the section, and thereafter the following words and punctuation shall be inserted, namely—

and all moneys payable to the credit of the education fund, and all funds placed at the disposal of the Schools Committee by the Corporation, shall be received by the Schools Committee and

shall be forthwith paid into the Imperial Bank of India, Bombay, to the credit of an account which shall be styled 'the account of the education fund of the City of Bombay.'

R. L. A.

This clause bears the same number, *i.e.*, 26.

R.L.A. proposes to substitute the words "the Education Officer" for the words "the Schools Committee," with reference to receiving all moneys payable to the credit of the Education Fund, and all funds placed at the disposal of the Schools Committee by the Corporation.

Municipal Solicitors.

The Solicitors state that the change proposed is in keeping with the original Section 112 in which it is provided that all moneys payable to the credit of the Municipal Fund shall be received by the Commissioner. Since moneys payable to the Education Fund will in actual practice be received by the Education Officer, the change proposed by R.L.A. may be allowed to stand.

DRAFT BILL.

27. In Section 113 of the said Act—

(a) the following sub-section shall be inserted after sub-section (1) namely—

(2) subject to the provisions of Section 520, no payment shall be made by the bank aforesaid out of the education fund except upon a cheque signed by three persons in the manner specified below, namely:—

(a) by the Chairman of the Schools Committee, or in his absence by a councillor member deputed by the Schools Committee ;

(b) by the Education Officer and the Accountant of the Schools Committee, and in the absence of any of them by an officer deputed by the School Committee.

(b) the following sub-sections numbered (3), (4) and (5) shall be substituted for sub sections (2) and (3), namely—

(3) any sum payable by the Corporation out of the municipal fund or out of the education fund in excess of one hundred rupees shall be paid by means of a cheque signed either under sub-section (1) or under sub-section (2), as the case may require, and not in any other way.

(4) any sum payable by the Corporation out of the municipal fund or out of the education fund not exceeding one hundred rupees may be paid by the Commissioner or by the Education Officer, as the case may require, in cash.

(5) for the purpose of covering any payments intended to be made under sub-section (4) cheques may be drawn from time to time for an amount not exceeding, in the case of the municipal fund, one thousand rupees, or in the case of the education fund, two hundred and fifty rupees.

R. L. A.

The clause bears the same number, *i.e.*, 27.

No material change in the wording of this section is proposed by R.L.A.

Municipal Solicitors.

They feel that the amendments are in order and the Clause may be approved.

DRAFT BILL

28. In sub-section (1) of Section 115 of the said Act, after the words 'Municipal Fund' the words 'or by the Schools Committee out of the Education Fund' shall be inserted.

R. L. A.

The clause bears the same number, *i.e.*, 28.

R.L.A. proposes to amend the clause as under—

29. In sub-section (1) of Section 115 of the said Act—

(i) the words "by the Commissioner" shall be omitted, and

(ii) after the words "municipal fund" the words "or the education fund" shall be inserted.

Municipal Solicitors.

They state as under :—

" This clause amends sub-section (1) of Section 115 of the Act, which requires all payments to be covered by a budget grant. The amendment of the sub-section in the Bill of the R.L.A. is somewhat shorter than that proposed in the Bill of the Corporation, and the material part of the sub-section as amended will read "no payment of any sum shall be made out of the municipal fund or the education fund, unless" etc. The interpretation is obvious, and there does not seem to be any particular need to include the words "by the Commissioner" and "by the education officer."

DRAFT BILL.

29. In Section 116 of the said Act, after the words 'Standing Committee' the words 'and the councillor members of the Schools Committee' shall be inserted.

R. L. A.

This clause bears the same number.

Only verbal changes are proposed by
R. L. A.

Municipal Solicitors.

They agree with R. L. A.

DRAFT BILL.

30. In Section 123 of the said Act, after the word 'Corporation' a comma shall be inserted and thereafter the words and comma 'including receipts and expenditure by the Schools Committee on behalf of the Corporation,' shall be inserted.

R. L. A.

This clause bears the same number.

Only verbal changes are proposed by R.L.A.

Municipal Solicitors.

They agree with R. L. A.

DRAFT BILL

31. After Section 125A of the said Act, the following section shall be inserted, namely—

125B (1) The Education Officer shall on or before each tenth day of September prepare and lay before the Schools Committee, in such form as the Standing Committee shall from time to time approve :—

Estimates of income and expenditure for purpose of Primary Education.

(a) an estimate of the expenditure which should in his opinion be incurred by the Corporation in the next ensuing official year for the purpose of clause (a) of Section 61 of this Act ;

(b) an estimate of all balances, if any, which will be available for re-appropriation or expenditure for such purposes at the commencement of the next ensuing official year ;

(c) an estimate of the receipts of the Schools Committee for next ensuing official year from all sources other than funds to be placed at the disposal of the Committee by the Corporation.

(2) After having adopted the estimates prepared by the Education Officer with such modifications and additions as they shall think fit, the Schools Committee shall forward the same on or before each tenth day of October to the Commissioner for incorporation in the estimates to be prepared by him under Section 125 of this Act.

R. L. A.

This clause bears the same number.

R.L.A. proposes some verbal changes in Section 125B(2) of the Draft Bill. The spirit of the section remains the same.

Municipal Solicitors.

They suggest that in sub-section (2) of Section 125B the word "estimates" should be used instead of the word "estimate" in the two places. The clause may be approved.

DRAFT BILL.

32. In Section 126 of the said Act—

(i) in sub-section (1) the word 'three' shall be substituted for the word 'two' in the expression 'two Budget Estimates' ;

(ii) in sub-section (1), Clauses (a) and (b) shall be repealed, and the following clauses shall be substituted, namely—

(a) Budget Estimate 'A'—of the income and expenditure of the Corporation for the next official year other than income and expenditure covered by Budget Estimates 'B' and 'C' as in this sub-section provided

(b) Budget Estimate 'B'—of the income

and expenditure of the Corporation for the next official year to be received and incurred by reason of the transfer to the Corporation of the powers, duties, assets and liabilities of the Trustees for the Improvements of the City of Bombay constituted under the City of Bombay Improvement Trust Transfer Act, 1925 ; and

(c) Budget Estimate 'C'—of the income and expenditure of the Corporation for the next official year to be received and incurred by the Schools Committee for the purposes of Clause (q) of Section 61 of this Act.

(iii) after sub-section (3) the following sub-section shall be inserted, namely—

(4) (a) in Budget Estimate 'C', the Standing Committee shall allow for a cash balance at the end of the said year of not less than twenty thousand rupees ;

(b) the Standing Committee shall cause a copy of Budget Estimate 'C' so framed to be sent to the Schools Committee, who within fourteen days from the receipt of such copy may make such representation thereon to the Standing Committee as they deem necessary, and the Standing Committee after taking into consideration such representation may vary or modify the said budget estimate in such manner as they think fit;

(c) the Schools Committee may submit to the Corporation such representation as they think fit on the Budget Estimate 'C' as finally framed by the Standing Committee.

(iv) sub-section (4) shall be re-numbered (5).

R. L. A.

This clause bears the same number.

R.L.A. proposes a few verbal changes and re-numbering of the sub-sections.

Municipal Solicitors.

They say " The amendment is in order and the clause may be approved."

DRAFT BILL.

33. In Section 132 of the said Act—

(a) after the expression 'Budget Estimates', where it occurs for the second time, the following letters, words and punctuations shall be inserted, namely "'A' and 'B', or in the opening balance of the Education Fund entered in the Budget Estimate 'C'."

(b) after the words 'Standing Committee' the following words and punctuation shall be inserted, namely 'in the case of the Municipal Fund, and the Schools Committee in the case of the Education Fund.'

R. L. A.

This clause bears the same number.

R.L.A. proposes the clause to run as under :—

33. In Section 132 of the said Act :—

(i) after the expression 'budget estimates' where it occurs for the second time, the letters and words "'A' and 'B' or in the opening balance of the Education fund entered in the budget-estimate 'C' " shall be inserted ; and

(ii) after the words "standing committee" the words "in the case of the Municipal Fund, and the schools committee in the case of the Education Fund" shall be inserted.

Municipal Solicitors.

They agree with R.L.A.

DRAFT BILL.

34. In Section 461 of the said Act, the following clause shall be substituted for Clause (u) namely—

(u) regulating the exercise of the functions of the Schools Committee under sub-section (3) of Section 64.

R. L. A.

This clause bears the same number.

R.L.A. proposes the clause to run as under :—

34. In Section 461 of the said Act, for Clause (u) the following shall be substituted, namely—

“ (u) regulating the exercise of the functions of the schools committee under sub-section (2A) of Section 64 ” ;

Municipal Solicitors.

They approve of the draft of R. L. A.

DRAFT BILL.

35. In Section 517 of the said Act the following sub-section shall be inserted after sub-section (2), namely—

(3) The Schools Committee shall have the like powers as are by this section conferred upon the Commissioner in relation to any claim made or any suit or other legal proceeding brought against the Corporation, or made or instituted or intended to be made or instituted by the Corporation, in respect to any matter pertaining to the functions of the Schools Committee under this Act, or made or brought against any Municipal officer or servant subordinate to the Schools Committee in respect of anything done or omitted to be done by him in his official capacity subject to such limitations and restrictions as are imposed upon the Commissioner in the foregoing provisions and the powers conferred by this section upon the Commissioner shall be deemed to be abrogated to the extent that like powers are by this sub-section conferred upon the Schools Committee.

R. L. A.

This clause bears the same number.

R.L.A. proposes the section to run as under:—

35. In Section 517 of the said Act—

(i) in sub-section (1) after the brackets and figures "(1)" the following shall be inserted, namely—

"Save as otherwise provided in sub-section (3)," and

(ii) after sub-section (2) the following new sub-section shall be inserted, namely—

"(3). The schools committee shall have the same powers and subject to the same limitations and restrictions as are by this section conferred or imposed upon the Commission in relation to any claim made or any suit or other legal proceedings brought against the corporation, or made or instituted or intended to be made or instituted on behalf of the corporation, in respect to any matter pertaining to the functions of the School Committee under this act or made or brought against any municipal officer or servant subordinate to the schools committee in respect of anything done or omitted to be done by him in his official capacity."

Municipal Solicitors.

The Solicitors are of opinion that the amendment as worked by the R. L. A. will not have the same effect as was intended by the amendment in the original draft. Sub-section (1) in the first place confers general powers upon the Commissioner for all municipal purposes. Sub-section (3) as drafted by the R.L.A., confers similar powers upon the Schools Committee for their own special purposes, but it does not "otherwise" provide, so as to take away from the Commissioner the right

to exercise his general powers for the purposes of the Schools Committee. The solicitors propose to delete the word "otherwise" from (i) in sub-section (1) of Section 517 (*Vide* R.L.A.'s draft) and add the words "to the extent of the powers conferred upon the Schools Committee," at the end of (i) in sub-section (1) of the main section.

The revised sub-section will run as under :—

(i) in sub-section (1) after the brackets and figure "(1)" the following shall be inserted, namely—

"Save as provided in sub-section (3) to the extent of the powers conferred upon the schools committee."

DRAFT BILL.

Note.—In the Draft Bill, there are only 35 Clauses but R.L.A. has thought it necessary to add one Clause *viz.*, "Transitory Provision."

R. L. A.

The number of the Clause is 36. It runs as under :—

36. The Schools Committee constituted and holding office immediately prior to the date on which this Act comes into force shall, notwithstanding anything contained in this Act, continue in office and shall be deemed to have been constituted under the said Act as amended by this Act. Transitory Provision.

Municipal Solicitors.

The solicitors state as under :—

"This clause is transitory provision for the Schools Committee holding office immediately prior to the date on which the amending Act comes into force to continue in office until a new Schools Committee is constituted. There is no objection to this provision and the clause may be approved."

DRAFT BILL.**Statement of Objects and Reasons.**

The City of Bombay Municipal Act under Section 61 Clause (g) imposes upon the Corporation the incumbent duty of maintaining, aiding and suitably accommodating schools for primary education. The department of education under the Corporation is entrusted to the control of the Schools Committee as constituted under the Act, but for some time past it has been found that in relation to the growth of Primary Education within the City the functions and the powers of the Schools Committee are inadequately defined in the Act.

The principal provisions relating to the Schools Committee are contained in Section 39 of the Act, which comprises not only provisions relating to the constitution and proceedings of the Schools Committee, but other provisions purporting to invest the Schools Committee with a certain degree of executive functions. Thus under sub-section (7) the Schools Committee is required out of the funds placed at its disposal by the Corporation to provide for the accommodation and maintenance of primary schools and for otherwise aiding Primary Education in accordance with the Act, and under sub-section (9) the Committee is empowered to appoint and remove masters, teachers and other persons employed in the Primary Schools and to direct and control the instruction given in such Schools.

These latter provisions have given rise to considerable difficulty of interpretation owing to the fact that under Section 64 of the Act the entire executive power for carrying out the provisions of the Act vests, subject to sanctions by the Corporation or the Standing Committee, in the Municipal Commissioner, and it has been by no means clear how far it was intended in matters pertaining solely to the functions of the Schools Committee to dispense with the legal requirements of the Commissioner's participation in all executive functions.

Under Sub-section (10) the Schools Committee may by bye-laws made under Section 461 be invested with the powers and duties of any authority constituted under the Act so far as may be necessary or expedient for the fulfilment of the functions imposed on the Committee as contemplated by Section 39, but this power has been found to be practically ineffective on account of difference of

legal opinion as to the extent to which it is permissible to invest the Schools Committee by means of bye-laws with further powers consistently with the continued exercise of the general executive powers possessed by the Commissioner.

It has thus come about, owing to the necessities of the case and the great growth of Primary Education, that the Schools Committee have in the past assumed to themselves greater executive powers than can perhaps be justified by the express provisions of the Act, and the Commissioner's name has only been brought in for certain purposes for which under the Act it is definitely essential, as in the making of contracts, or the conduct of legal proceedings.

The object of the present Bill is to enlarge the powers of the Schools Committee in such a manner as to give proper legal sanction for the exercise of such executive powers as are now found necessary and to remove inconsistencies in the Act.

Section 39 of the Act has been several times amended and the numbering and the paragraphing of the sub-sections is now very cumbrous, while the intermingling in the same section of constitutional provisions and executive powers has contributed not a little to the difficulty of obtaining a clear interpretation of the provisions as a whole.

It is therefore proposed to repeal Section 39 altogether and to enact the constitutional provisions in a new series of sections to be numbered from 49A to 49M, and to be placed immediately after the constitutional provisions relating to the Standing Committees. By Section 49M the Schools Committee will be empowered to appoint sub-committees out of their own body, a feature which has not hitherto been included in the Act, though in practice sub-committees have been appointed.

This arrangement involves the re-numbering of the existing constitutional provisions of the Improvements Committee under the numbers 50, 50 A to 50 H. Section 38-C, which empowers the Improvements Committee to appoint sub-committees, will be repealed, but re-enacted in its more natural place as Section 50-I at the end of the constitutional provisions of the Improvements Committee.

The executive powers of the Schools Committee will be more expressly defined by an extensive amendment in Section 64 and will include an express power to prescribe the duties of and exercise supervision and control over the acts and proceedings of Municipal officers and servants immediately subordinate to the Committee.

By a new Section 69A it is proposed that the Chairman of the Schools Committee and the Education Officer acting together should be the authority, subject to proper sanctions, for making contracts in all matters relating to the functions of the Schools Committee. The Section is modelled upon Section 69, which deals with the power of the Commissioner to make contracts on behalf of the Corporation, and it is to be provided that contracts involving an expenditure exceeding Rs. 500 shall require the previous approval of the Schools Committee.

In the case of contracts for the execution of work or supply of materials for the purpose of the Schools Committee, it is proposed that the seal of the Corporation should only be required where the expenditure exceeds Rs. 1,000 and Section 70 of the Act will be amended to this effect.

By amendments in Section 72 it is proposed that tenders should always be invited for the supply of materials or goods for the purpose of the Schools Committee when the expenditure exceeds Rs. 500.

Section 76A of the Act, under which the Corporation at the present time appoints a Secretary to the Schools Committee, will be repealed and its place will be taken by a series of new sections to be numbered 76A to 76E. These sections will provide for the appointment of an officer to be styled the Education Officer, who will be the Chief Executive Officer of the Schools Committee in all matters relating to Primary Education. He will not only perform the functions hitherto exercised by the Schools Secretary but subject to delegation of powers by the Schools Committee will exercise supervision and control over the acts and proceedings of all officers subordinate to the Schools Committee and dispose of all questions relating to pay, privileges and allowances. Provision will also be made for an establishment schedule of officers and servants subordinate to the Schools Committee, such as is now made by the Commissioner under Section 79 for other Municipal services. The authorities competent to appoint Municipal officers and servants subordinate to the Schools Committee are dealt with in detail in Section 76E. The power of appointment of officers to posts carrying a salary of Rs. 400 a month and upwards is to remain with the Corporation.

The present Section 76B, under which the Corporation appoints qualified medical practitioners to the charge of hospitals, will be re-numbered as Section 76F.

Section 83 will be amended so as to define the disciplinary action that may be taken with regard to officers and servants subordinate to the Schools Committee.

Section 84 will be amended for the purpose of defining the authorities competent to grant leave to the officers and servants subordinate to the Schools Committee.

By an amendment in Section 90 of the Act it is proposed to confer upon the Schools Committee the power of taking up leases for a period not exceeding one year and at an annual rent not exceeding Rs. 6,000.

By a new Section 92A it is proposed to confer upon the Schools Committee the power of disposing of property held for or provided out of funds controlled by the Committee. This section is modelled upon Section 92 which governs the disposal of Municipal property by the Commissioner on behalf of the Corporation.

Under Section 111 of the Act all moneys received by or on behalf of the Corporation are required to be paid into the Municipal Fund, but it is now considered necessary to establish a separate Education Fund, into which money received in the ordinary course by the Schools Committee, such as school fees and proceeds of disposal of property, and also the Government grant, should be paid. Amendments in Section 111 for this purpose are proposed, but it is not intended that gifts and donations for education purposes should go into the Education Fund, but these will be retained as heretofore in the Municipal Fund under the immediate control of the Corporation.

Amendment in Section 112 will provide for a separate banking account for the Education Fund with the Imperial Bank of India, and amendments in Section 113 will provide for the signing of cheques on the banking account.

By a new Section 125-B it is proposed to provide for a separate Budget Estimate for Primary Education which will be submitted to the Commissioner for incorporation in the series of Budget Estimates prepared by him under Section 125. In the classification of Budget Estimates, which are framed and approved by the Standing Committee under Section 126, the Budget Estimates of the Schools Committee will be described as Budget Estimate 'C' and amendments are made in Section 126 for this purpose. While the framing of the budget estimates will rest as heretofore in the Standing Committee, it is to be specially provided that the Schools Committee may submit

to the Corporation such representation as they think fit on Budget Estimate 'C' as finally framed by the Standing Committee.

The extended provisions for Municipal Audit which have recently been introduced into the Act, by Bombay Act II of 1938 will apply to the audit of the accounts of the Schools Committee.

By virtue of Section 461 clause (u) the Corporation are empowered to make bye-laws assigning the functions of the Schools Committee under Section 39(10) and regulating the exercise of the functions so assigned. The first part of this provision has proved ineffective, as has been explained above, on account of the difficulty of assigning any functions which would not conflict with the executive powers of the Commissioner under the Act. Since the functions of the Schools Committee will in future be adequately defined under the proposed amendments in Section 64 of the Act, it is proposed to restrict clause (u) to bye-laws regulating the exercise of the functions of the Schools Committee under Section 64.

By a new sub-section (3) to be added to Section 517 it is proposed to confer upon the Schools Committee the power of initiating and conducting legal proceedings on behalf of the Corporation in all matters pertaining to its special functions. The Schools Committee is already invested with the duty of enforcing the provisions of the City of Bombay Primary Education Act, 1920, and possesses the power of making complaints before a magistrate under that Act.

The foregoing amendments involve numerous minor amendments of a consequential character in other sections of the Act, but it is not considered necessary to refer to these in detail.

R. L. A.

In the Statement of Objects and Reasons, R. L. A. inserts a new paragraph at a suitable place in the original Statement as under:—

“An important feature of the proposed amendments, as regards the framework of the Act, is that the Schools Committee will now take its place as one of the statutory Municipal authorities and be designated as such under Section 4 of the Act.”

There is no other important change proposed in the text of the Statement.

Municipal Solicitors.

No comment is made by the Municipal Solicitors on the insertion of the new paragraph by R. L. A.

APPENDIX—A

PART II.

(Reference Chapter II, paragraphs 4, 126, 127, 128, 129 and 130).

Re :—Amendment of Sections 124, 131, 133, 134 and 135, of the Municipal Act.

The text of the original sections and the proposed amendments therein are given in the accompaniment.

The Municipal Solicitors have proposed to add two paragraphs at *suitable places* to the Statement of Objects and Reasons of the Draft Bill, 1939, as under :—

1. " Amendments are made in section 124 providing for an annual administration report of the education officer and the incorporation of this report in the annual administration report of the Commissioner."
2. " Amendments are made in section 133 for the purpose of adapting the provisions in relation to transfer of money within a budget grant, so that the schools committee within their own sphere will exercise powers similar to that of the Commissioner in the general administration."

APPENDIX A.

PART II.

Re : *Amendment of Sections 124, 131, 133, 134 and 135 of the Municipal Act.*

*Text of the original Section.**Proposed Amendment in the Section*

Section 124. (1) The Commissioner shall, as soon as may be after each first day of April, have prepared a detailed report of the Municipal administration of the city during the previous official year, together with a statement showing the amounts of the receipts and disbursement respectively credited and debited to the municipal fund during the said year and the balance at the credit of the fund at the close of the said year.

(2) The Commissioner shall incorporate with his said report and statement—

(a) a report for the same period from each head of a department subordinate to him

(b) the account of balance due on loans then last published under section 105; and shall cause the same to be printed.

(3) After examination and review of the said printed report and statement by the Standing Committee, there shall be added to

(i) in sub-clause (a) of sub-section (2), after the words "subordinate to him", there shall be inserted the words "and the report of the education officer furnished to the Commissioner as required by sub-section (3)."

(ii) after sub-section (2) the following sub-section shall be inserted, namely—

(3) The education officer, shall as soon as may be after each first day of April, prepare a detailed report of the administration of municipal schools during the previous official year, together with a statement showing the amounts of the receipts and disbursements—respectively credited and debited to the education fund during the said year and the balance at the credit of the said fund at the close of the said year. The education officer shall forward a copy of the report to the usual or last known local place of abode of each member of the Schools Committee before the 30th day of the next following month of June. After examination and review of the said report and statement by the Schools Committee, the same shall be forwarded by the education officer to the Commissioner not later than the 31st day of the next following month of July.

(iii) sub-section (3) shall be renumbered as (4) and in the said sub-section, after the words "heads of departments"

the compilation printed copies of such of the appendices attached to the reports of the several heads of departments, if any, as the Standing Committee direct and a printed copy of the Standing Committee's review; and a copy of the complete compilation shall be forwarded to the usual or last known local place of abode of each councillor at least eight days previous to the ordinary meeting of the Corporation in the next following month of October, and copies thereof shall be delivered to any person requiring the same, on payment of such reasonable fee for each copy as the Commissioner, with the (previous) approval of the Standing Committee, shall determine.

Section 131. (1) On the recommendation of the Standing Committee, the Corporation may from time to time during an official year increase the amount of any budget-grant, or make an additional budget-grant for the purpose of meeting any special or unforeseen requirement arising during the said year, but not so that the estimated cash balance at the close of the year shall be reduced below one lakh of rupees.

(2) Such increased or additional budget grants shall be deemed to be included in the budget-estimates adopted by the Corporation for the year in which they are made.

Section 133 (1) Subject to the provisions of sub-section (1) of Section 131, the Corporation may on the recommendation of the Standing Committee from time to time during an official year sanction the transfer of any amount from one budget grant to another.

(2) The Standing Committee may at any time during an official year—

(a) reduce the amount of a budget grant;

(b) sanction the transfer of any amount within a budget grant from one minor head to another or from a subordinate head under one minor head to a subordinate head under another minor head;
or

(c) sanction the transfer of any amount exceeding rupees five thousand within a minor head from one subordinate head to another or from one primary unit to another.

(3) The Commissioner may, at any time during an official year, sanction the transfer of any amount not exceeding rupees five thousand within a minor head from one subordinate

there shall be inserted the words "subordinate to the Commissioner."

In sub-section (1) of Section 131 of the said Act, after the words "one lakh of rupees" there shall be inserted the words and punctuation "in the case of the municipal fund, and twenty thousand rupees in the case of the education fund."

(1) In Sub-section (3) the words and punctuation "in the case of any budget grant, other than a budget grant for purposes of the Schools Committee."

head to another or from one primary unit to another, if such transfer does not involve a recurring liability :

Provided that every transfer of an amount exceeding rupees five hundred made under sub-section (3) shall be reported forthwith by the Commissioner to the Standing Committee and that the said Committee may pass with regard thereto such order as they may think fit; and it shall be incumbent on the Commissioner to give effect to such order.

shall be inserted at the commencement of the sub-section immediately before the words "The Commissioner", and in the proviso to the sub-section the words "this sub-section" shall be substituted for the words "sub-section (3)", and the word "that" before the words "the said Committee" shall be omitted.

(ii) After sub-section (3) the following sub-section shall be inserted, namely—

(3-A). In the case of any budget grant for purposes of the Schools Committee, the Schools Committee may, at any time during an official year, sanction the transfer of any amount not exceeding rupees five thousand within a minor head from one subordinate head to another or from the primary unit to another, if such transfer does not involve a recurring liability :

Provided that every transfer of an amount exceeding rupees five hundred made under this sub-section shall be reported forthwith by the Schools Committee to the Standing Committee and the Standing Committee may pass with regard thereto such order as they may think fit; and it shall be incumbent on the Schools Committee to give effect to such order.

(4) When making any transfer under sub-sections (1), (2) and (3), due regard shall be had to all the requirements of this Act.

(iii) in sub-section (4) the following words and punctuation shall be inserted after the words "this Act", namely "and when making any transfer under sub-section (3-A), due regard shall be had to all the requirements of this Act in relation to purposes of the Schools Committee."

(5) If any such reduction as is referred to in clause (a) of sub-section (2) is of an amount exceeding five hundred rupees, the Corporation may pass with regard thereto such order as they may think fit, and it shall be incumbent on the Standing Committee and the Commissioner to give effect to such order.

(iv) in sub-section (5) after the words and punctuation "the Commissioner" there shall be inserted the words "or the Schools Committee, as the case may be."

Section 134 (1) If it shall at any time during any official year appear to the Corporation, upon the representation of the Standing Committee, that notwithstanding any reduction of budget grants that may have been made by the Standing Committee under the last preceding section, the income of the Municipal fund during the said year will not suffice to meet the expenditure sanctioned in the (budget

In sub-section (1) of section 134 of the said Act, after the words "the Municipal fund" there shall be inserted the words "or of the education fund", and after the words "one lakh of rupees" there shall be inserted the words and punctuation "in the case of the Municipal fund, or twenty thousand rupees in the case of the education fund."

estimates) of the said year and to leave at the close of the year a cash balance of not less than one lakh of rupees, it shall be incumbent on the Corporation to forthwith sanction any measure which shall be necessary for proportioning the year's income to the expenditure.

(2) For this purpose, the Corporation may either diminish the sanctioned expenditure of the year, so far as it may be possible so to do with due regard to all the requirements of this Act, or have recourse to supplementary taxation.

Section 135. Scrutiny and Audit of Accounts.

(1) The Municipal chief auditor shall conduct a weekly examination and audit of the Municipal accounts and shall report thereon to the Standing Committee who shall publish weekly an abstract of the receipts and expenditure of the week last preceding, signed by not less than two members of the said Committee and by the Municipal Chief Auditor. The Standing Committee may also from time to time and for such period as they think fit conduct independently an examination and audit of the municipal accounts.

(2) For these purposes the Standing Committee and the Municipal Chief Auditor shall have access to all the Municipal accounts and to all records and correspondence relating thereto, and the Commissioner shall forthwith furnish to the Standing Committee or the Municipal Chief Auditor any explanation concerning receipts and disbursements which they may call for.

In sub-section (2) of section 135 of the said Act, after the words "and the Commissioner", there shall be inserted a comma and the following words and comma, namely—

"or the education officer in relation to the accounts of the Schools Committee."

APPENDIX—B (Part II).

Reference—Chapter IV, Para 31.

Table showing :—

Number of Children who joined the *Infants Standard* in the Years (A) 1937-38 and (B) 1943-44 but whose names were removed from rolls for different reasons during the period of five years after admission.

Serial No.	Reasons of removing the name of a Child.	A 1937-38.						B 1943-44.							
		Number of Children who left during—						Number of Children who left during—							
		1st Year.	2nd Year.	3rd Year.	4th Year.	5th Year.	Total No.	Percent- age.	1st Year.	2nd Year.	3rd Year.	4th Year.	5th Year.	Total No.	Percent- age.
1	Continued absence.	662	949	184	105	202	2,102	54	1,102	985	329	212	135	2763	65
2	Left without L. C.	178	321	125	40	49	713	19	287	232	80	43	17	659	16
3	Left with L. C. ...	84	226	174	98	163	745	19	102	181	127	97	49	556	13
4	Death ...	4	4	3	3	1	15	...	2	4	3	1	1	11	...
5	Married (Girls) ...	...	1	...	...	3	4	...	1	2	1	1	...	5	...
6	Passed Std. IV ...	...	...	2	31	261	294	8	...	...	...	20	254	274	6
	Total ...	928	1,501	488	277	679	3,873		1,494	1,404	540	374	456	4,268	
	Percentage ...	24	39	13	7	17	...	100	35	33	12	9	11		100

APPENDIX D.

(Reference Chapter IV, paras 100 to 124)

Bombay Act, No. XV of 1920.

(First published, after having received the assent of the Governor-General in the Bombay Government Gazette on the 13th December 1920).

AN ACT TO PROVIDE FOR THE EXTENSION OF
PRIMARY EDUCATION IN THE CITY OF BOMBAY.

WHEREAS it is expedient to provide for the extension of primary education in the City of Bombay ; it is hereby enacted as follows :—

1. (1) This Act may be called the City of Short title, extent and construction.
Bombay Primary Education Act, 1920.

(2) It extends only to the City of Bombay.

(3) It shall be construed as part of and Bombay III of 1888.
supplementary to the City of Bombay Municipal Act, 1888, hereinafter called "the principal Act."

2. In this Act, unless there is anything Definitions.
repugnant in the subject or context—

(1) to "attend" a recognised primary school means to be present for instruction at such school on such days and at such time or times on each day as may be required by the Schools Committee with the approval of the prescribed educational authority ;

(2) "child" means a child whose age is not less than six and not more than eleven years ;

(3) "parent" includes a guardian and any person who has the actual custody of a child ;

(4) "prescribed" means prescribed by rule made by the Governor in Council under this Act ;

(5) "primary education" means such education as is for the time being recognized as such by the Governor in Council ;

(6) "recognized primary school" means a school (or a department of a school) in which instruction in primary education is given and which is for the time being recognized by the prescribed educational authority ;

(7) "Schools Committee" means a committee appointed under Section 39 of the principal Act.

Issue of notification making primary education compulsory.

3. (1) The Corporation may with the previous sanction of the Governor in Council declare by notification that the primary education of boys or of girls or of children of both sexes shall be compulsory in the City of Bombay or in any ward or part of a ward thereof from a date to be mentioned in the notification ; provided that, where a notification has been issued under this section with reference to children of one sex only, the Corporation may with the like sanction issue a subsequent notification with reference to children of the other sex.

(2) A notification under this section shall be published in *Bombay Government Gazette* and shall be posted at the municipal office and at such other places, if any, as the Corporation shall deem necessary.

Corporation to make provision for primary education.

4. A notification shall not be issued under Section 3 unless the Corporation satisfy the Governor in Council that they are in a position to make and will make adequate provision in municipal or other recognized schools for free and compulsory primary education.

Resolution to be passed before issue of notification.

5. A notification shall not be issued under Section 3 unless the Corporation have so determined by resolution passed at a general meeting specially called in this behalf, and unless such resolution has been supported by at least two-thirds of the Councillors present at the meeting and

by at least one-half of the whole number of Councillors.

6. Where a notification has been issued under Section 3 for any ward or part of a ward, it shall be the duty of the Schools Committee, subject to the provisions of this Act and the principal Act, to enforce the provisions of this Act respecting the attendance of children at school and the employment of children.

Duty of Schools Committee.

7. Where a notification under Section 3 is in force in any ward or part of a ward, the parent of every child to which such notification applies shall, in the absence of a reasonable excuse as hereinafter provided, and if such parent and child ordinarily reside in such ward or part of a ward, cause such child to attend a recognized primary school therein.

Duty of parents to cause children to attend school.

8. A parent shall be deemed to have a reasonable excuse for failure to cause a child to attend a recognized primary school in any of the following cases :—

Meaning of reasonable excuse.

(a) where the child is prevented from attending school by sickness, infirmity or other unavoidable cause ;

(b) where the child is receiving, otherwise than in a recognized primary school, instruction which in the opinion of the Schools Committee is efficient, or has already completed his primary education ;

(c) where there is no recognized primary school within one mile, measured according to the nearest road, from the residence of the child.

9. Where the Schools Committee is satisfied that the parent of any child who is bound under the provisions of Section 7 to cause such child to attend a recognized primary school, has failed to do so, the Schools Committee, after giving the parent an opportunity of being heard and after such enquiry

Issue of attendance order.

as it considers necessary, may pass an order directing the parent to cause such child to attend a recognized primary school on and from a date which shall be specified in the order.

Penalty for failure to cause child to attend school.

10. (1) Any parent against whom an order with reference to a child has been passed under Section 9 and who fails to comply with the provisions of Section 7 with respect to such child on and after the date specified in such order, shall, on conviction before a magistrate, be liable to a fine not exceeding five rupees.

(2) No court shall take cognizance of an offence under this section except on the complaint of the Schools Committee.

Penalty for employing child liable for compulsory education.

11. (1) Whoever knowingly takes into his employment, either on his own behalf or any other person, any child in respect of whom the provisions of Section 7 apply, so as to interfere with the efficient instruction of such child, shall, on conviction before a magistrate, be liable to a fine not exceeding twenty-five rupees.

(2) No court shall take cognizance of an offence under this section except on the complaint of the Schools Committee, and before making any complaint under this section against any person the Schools Committee shall, unless such person has previously been convicted under this section in respect of the same child, cause a warning to be given to such person.

Schools Committee may authorize person to appear.

12. A complaint to a magistrate under Section 10 or Section 11 may be made on behalf of the Schools Committee, by such person as be authorized by the Committee in this behalf.

Taxation for the purposes of this Act.

13. For the purposes of this Act the Corporation may, under the provisions of the Principal Act, impose any fresh tax or increase any tax which is already levied in the Municipal district.

Remission of fees.

14. Where a notification under Section 3 is in force in any ward or part of a ward, no fee shall be charged in any municipal school in respect of

the primary education of any child of the sex specified in such notification whose age does not exceed eleven years.

15. The Governor in Council may by notification in the *Bombay Government Gazette* exempt any Particular class or community from the operation of this Act.

Power to exempt particular classes or communities.

16. If in the opinion of the Governor-in-Council, the Corporation have made default in any of the requirements of this Act, after giving the Corporation an opportunity of furnishing an explanation the Governor-in-Council may by notification in the *Bombay Government Gazette* cancel any notification which has been issued under Section 3.

Withdrawal of notification on default.

17. All fines levied by any magistrate in respect of any offence against the provisions of this Act shall be credited to the Municipal fund.

Fines to be credited to Corporation.

18. (1) The Governor-in-Council may by notification in the *Bombay Government Gazette* make rules for the purposes of this Act.

Rules.

(2) In particular and without prejudice to the generality of the foregoing provision, such rules may be made—

(a) prescribing the educational authority by whom the duties imposed by Section 2, sub-sections (1) and (6), shall be performed ;

(b) prescribing the manner in which application may be made for sanction to issue a notification under Section 3 ;

(c) determining generally what shall be considered to be adequate provision for free and compulsory primary education under Section 4 ;

(d) requiring the Corporation to prepare and publish a register of children liable for compulsory primary education in the municipal district ; and

(e) when the local Government determine to share the cost of providing free and compulsory primary education, specifying the extent to which the cost thereof shall be borne by the local Government.

Amendment of Section 39(1) of the principal Act.

19. In sub-section (1) of Section 39 of the principal Act—

(a) for the word "twelve" the word "sixteen" shall be substituted and

(b) the following words shall be added to the sub-section :—

"Of the members so appointed twelve shall be Councillors and the remaining four, of whom two shall be women, shall be persons, not being Councillors, resident in the City of Bombay."

New Section 62B of the principal Act.

20. For Section 62B of the principal Act, the following section shall be substituted, namely :—

"62B. If there should be at any time a change in the general policy of Government in regard to their liability in respect of primary education, the Corporation shall be entitled to benefit by such change in policy to the same extent as a City Municipality."

RULES UNDER THE BOMBAY ACT No. XV of 1920. EDUCATION DEPARTMENT

BOMBAY CASTLE, 28th September 1923.

No. 236.—In exercise of the powers conferred by Section 18 of the City of Bombay Primary Education Act, XV of 1920, Government are pleased to prescribe the following rules for the purposes of the aforesaid Act. [The question of the extent to which the cost on account of the introduction of free and compulsory education in the City of Bombay should be borne by Government [Vide

Section 18(e) of the Act] is under consideration separately :—

Rules.

1. For the purpose of these rules, Primary Education means education given through any recognised vernacular in the Infant Class and Standards I to IV inclusive as prescribed in the standards of instruction sanctioned by the Schools Committee and approved by the Government.

English shall be accepted as the vernacular of such Indian Christians as speak no recognised Indian vernacular of the Presidency and claim that English is their mother tongue.

2. The educational authority by whom the duties imposed by sub-section (1) and (6), respectively, of Section 2 of the Act shall be performed shall be the Director of Public Instruction, Bombay Presidency, and the Educational Inspector, Bombay Division.

3. The application for permission to issue a notification under Section 3 of the Act shall ordinarily be made at least three months before the date on which the notification is to be issued and at least six months before the date from which primary education is to be made compulsory. The application shall state whether the issue of a notification has been determined by a resolution passed at a general meeting of the Municipality specially called in this behalf and supported by at least two-thirds of the Councillors present at the meeting and by at least one-half of the whole number of the Councillors present at the meeting and also specify whether primary education is proposed to be made compulsory in the case of boys only or of girls only or of both boys and girls. It shall be addressed to the Secretary to Government, Educational Department, by the Corporation, a copy thereof being simultaneously furnished to the

Educational Inspector, Bombay Division, and the Director of Public Instruction, and shall be accompanied by (i) a copy of the proposed notification, (ii) a statement in the annexed form "A" showing the existing provision for Primary Education in the Municipal District and the additional provision proposed to be made under Section 4 of the Act and (iii) a statement showing the number of children likely to be excluded by the one mile Rule [Section 8(c) of the Act].

4. Adequate provision for free and compulsory education under Section 4 of the Act shall comprise—

(i) Suitable provision not only for all children of either sex who on the date of the issue of a notification under the Act are liable under such notification, but also for all children of either sex who shall become liable thereafter under the aforesaid notification.

(ii) Teaching through and in Marathi, Gujarati, or Urdu according to the needs of the locality concerned. [Where, however, there is a demand for education through any other vernacular suitable arrangements shall be made for teaching through and in it, provided that the average attendance at school opened for this purpose shall not fall short of 25.]

(iii) The provision of suitable accommodation for pupils at the rate of not less than 8 square feet per child on the rolls of each school.

(iv) The provision of requisite sanitary appliances and, more particularly, of an adequate number of latrines and urinals.

(v) The supply of the necessary articles of school furniture e.g., a chair, a table, black-board and mats or benches for the children to

sit on in each class room, and of the necessary text books, maps, charts and scientific and other apparatus.

(vi) The provision, so far as local conditions permit, of an adequate play-ground for each school, or (where this is not possible) of common play-grounds for approved groups of schools.

(vii) The employment of qualified* or trained teachers only at the rate of one for every 40 pupils on the rolls of each school ; in schools in which the average attendance exceeds 200 the headmaster shall be employed in addition to the ordinary staff of class teachers ; unqualified teachers shall not be employed unless qualified teachers are not available.

(viii) The payment of trained and untrained teachers according to the rates laid down by the Corporation with the approval and sanction of Government.

(ix) The appointment of paid officers hereinafter called the "Special Attendance Officers", whose duty it shall be to act under the orders of the Schools Committee in any matter falling within the business of the Committee, e.g., to organise a census of school children liable under the notification issued under the Act for compulsory primary education and to prepare and publish on behalf of the Schools Committee a register of such children in the form hereinafter proscribed, maintain it in good order, revise it every year and supply copies of it to the officers and institutions concerned, to see that parents of such children do not fail to cause them to attend a recognised primary school in the

* A qualified male teacher is one who has passed the Vernacular Final Examination or who holds a Public Service Certificate. A qualified female teacher is one who has passed at least the vernacular 5th standard.

locality, to note parents failing to do so and their reasons therefor (to be ascertained after careful personal enquiries) and to report to the Schools Committee from week to week all such cases of default ; and, on authorization by the Schools Committee, to make complaints to a Magistrate on its behalf against defaulting parents and employers of children of compulsory age under Sections 10 and 11 of the Act.

(x) The appointment of one or more Superintendents who should act under the orders of the Schools Committee for the efficient supervision and control of Municipal and other recognised primary schools.

5. The Bombay Municipality before applying the provisions of this Act to the Municipal District or to any part thereof, shall take a census of children ordinarily residing in the District or in the part in question in order to ascertain the number of those who will be of compulsory school going age on the date from which compulsory education is to be enforced and shall prepare and publish for general information in the annexed form "B" a register in the local vernacular of such children (boys and girls being grouped separately if compulsion is proposed to be applied to both boys and girls simultaneously) two months before that date, supplying at the same time a copy thereof to the Educational Inspector, Bombay Division, and the Deputy Educational Inspector, Bombay, as well as to the Head Master or Head Mistress of each recognised primary school in the locality. A complete register of all children of compulsory school-going age, attending as well as non-attending, shall be maintained in the office of the Special Attendance Officer of the Schools Committee. Registers of non-attending children of compulsory school-going age only shall be printed and published in the month of November

of each succeeding year. Copies of the registers of non-attending children of school-going age shall be supplied to the officers and institutions concerned. Copies of the registers shall also be exhibited for public use at a fixed place in the Municipal Office during the office hours, on working days. No change shall be made in them except on the authority and under the initials of such person as may be authorised by the Schools Committee in this behalf. The registers of attending as well as non-attending children shall be open to inspection by the Educational Inspector, Bombay Division, who shall have the right to scrutinize them and make such inquiries into their reliability as he may from time to time consider necessary or expedient.

6. Notwithstanding anything contained in Clause (ix) of Rule 4 or Rule 5, the Provincial Government may, in any particular year when it considers it necessary and expedient to do so, permit the Corporation to dispense with the taking of a census of school children liable under the notification issued under the Act for Compulsory Primary Education and with the printing and publishing of registers of non-attending children of school going age.

(*Vide* Government Notification No. 7682, dated the 21st February 1944, published on page 77 of the *Bombay Government Gazette* of 24th February 1944—Part IV).

APPENDIX E.

Table A (Chapter V, para 1).

Information re : Municipal-owned School Buildings.

Buildings. (Class).	No. of Buildings.	Total cost of construction.	No. of schools meeting in the group.	No. of pupils accommo- dated.	Remarks.
(1) Municipal Buildings erected with Government Grant.	5	Rs. 11,00,000	8	2,700	Government grant. Rs. 5,00,000
(2) Municipal-owned Buildings without Government Grant.	11	21,05,000	22	11,600	
(3) Donated Buildings ...	8	...	9	2,600	
(4) Municipal Buildings for free use for Schools.	5	...	10	1,100	
Total ...	29	32,05,000	49	18,000	

Note.—No rent is charged for the Municipal-owned buildings but the Schools Committee pays annually a sum of about Rs. 18,000 as Taxes, Insurance Premia, Ground Rent etc., to the Municipality, in respect of all such buildings.

APPENDIX E.

Table B (Chapter V, para 2).

Information re : Rented School Buildings.

Buildings.	No. of Buildings.	No. of Municipal Schools and Classes meeting in the premises.	Total No. of pupils reading thereat.
(1) Buildings owned by the City Improvement Trust—Hired by the Schools Committee ...	24	27	5,500
(2) Buildings: Private properties—Rented	250	349	97,500
Total ...	274	376	1,03,000

APPENDIX E.

Table C (Chapter V, para 4).

Number of pupils attending in One and Two Sessions Schools.

Side.	No. of pupils meeting under —		Total number as on 1-10-1948.
	One session	Double Session.	
Marathi Boys	13,000	36,000	49,000
Marathi Girls	10,500	17,000	27,500
Gujarati Boys	9,900	600	10,500
Gujarati Girls*	6,700	3,000	9,700
Urdu Boys	10,000	...	10,000
Urdu Girls	6,700	300	7,000
Hindi Schools	4,200	1,000	5,200
Tamil, Telugu, Kanarese and others	1,900	200	2,100
Total	62,900	58,100	1,21,000

* Includes English Vernacular Schools.

APPENDIX E.

Table D (Chapter V, para 8).

Sample Investigation : Accommodation in 77 hired premises for Schools.

Set of class rooms.	No. of schools.	Average area in square feet for one child.	No. of schools having more than 8 square feet per child.
2	12	6.5	3
3	12	6.3	2
4	12	6.1	1
5	11	6.1	3
6	11	7.1	4
8	4	6.0	...
10	3	7.0	...
12	2	5.5	...
14	3	6.0	...
16	5	7.6	2
18	2	5.0	...
Total	77		15

APPENDIX E.

Table E (Chapter V, para 30 E).

Sites reserved for the construction of new School Buildings or for extension of existing ones.

Serial No.	Location of the site selected.	Total area of the plot (square yards.)	No. of schools proposed to be located in the proposed building.	Probable number of pupils to be benefited by the convenience.
1	B. Ward, Sandhurst Road East Plots Nos. 113, 114	1,222	6	717
2	D Ward, Chikhalwadi, Grant Road, Dadabhoy Nowroji Poor Boys' School	...	5	1,206
3	E Ward, East Agripada Scheme, 32 North, Plots Nos. 48 and 49	748	3	513
4	E Ward, Scheme 41 (Undria Street) Plot No. 18	336	8	1,733
5	E Ward, DeLisle Road, Extension of Byculla School Building	...	3	234
6	F Ward, Dadar-Matunga, Plots Nos. 706-707, near Vithoba's Temple, Wadala	2,510	6	978
7	F Ward Sion-Matunga, Plots Nos. 4 and 5 (West)	2,618	4	632
8	Sion-Matunga, Plots Nos. 174-175 (East)	1,567	2	406
9	Suparibaug (East), Plots Nos. 150 to 153	2,257	7	1,931
10	Suparibaug Scheme 31, Ophthalmic Society's Plot and one Plot of Anna Balmant & Co., (Plots Nos. 50, 51, 52)	1,740	2	1,278
11	Naigaum Scheme 60, Plots Nos. 27, 28, 29...	1,552	11	1,994
12	Naigaum Scheme, Plots Nos. 89, 90 and 94 to 97	3,700	5	1,249
		+4,569		
13	Scheme 22 and Worli (Out of old cemetery site), site north of S. P. Street. Plot of land between Haines Road and Love Grove Road	1,173	6	1,462
		+2,800		
14	Scheme 56, Dharavi, Plots will be reserved in the old development revised	...	7	849
15	Shivaji Park, Plots Nos. 59, 61, 63 and 65	2,757	8	2,528
16	Mahim Development, Plots Nos. 189, 193 to 197, Part of 190-191	4,475	5	1,399
17	Mahalaxmi Overbridge (Jacob Circle), Plots Nos. 2 and 3	1,564	6	832
18	Arthur Road, near Jail, Plots will be reserved in the development yet to be proposed	...	3	601
19	Bhavanishankar Road Extension of Dadar Kumbharwada Marathi Girls' School	...	3	1,595
	Total	35,588	100	22,137

Note.—Information re: (1) Total area proposed to be built,

(2) No. of class rooms to be built, and

(3) Provision of good size compounds and other amenities cannot be supplied as proposals to construct buildings on any of the plots or sites are not finally taken up.