



REPORT OF THE  
LEGISLATURE COMMITTEE  
ON WHITE PAPER ON EDUCATION



FORT ST. GEORGE, MADRAS,  
*Dated 10th December 1956.*

THE MINISTER FOR EDUCATION,  
GOVERNMENT OF MADRAS.

We, the members of the Committee appointed by the Legislature to advise the Government on the matters raised in the White Paper on Education, after a detailed examination of the various problems connected with Education in this State, present the report enclosed herewith, for the consideration of Government. Our recommendations are unanimous and none of us has any separate minute to add.

Yours faithfully,

(Sd.) A. L. MUDALIAR.

(Sd.) N. RAMAKRISHNA AYYAR.

(Sd.) S. MANJUBHASHINI.

(Sd.) V. K. RAMASWAMI MUDALIAR.

(Sd.) P. B. K. RAJACHIDAMBARAM.

(Sd.) S. SWAYAMPRAKASAM.

(Sd.) T. M. NARAYANASWAMI PILLAI.

(Sd.) T. PURUSHOTHAM.

(Sd.) V. R. RANGANATHAN.

(Sd.) P. RAMAMURTHI.

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## PART I—INTRODUCTION AND SUMMARY STATEMENT OF CONCLUSIONS.

### SECTION I—INTRODUCTION.

1. Early in the beginning of this year, a stage was reached in the formulation of the Second Five-Year Plan when the allocation of funds for development of education during the Second Five-Year Plan period was settled, and it was found to be far short of expectations.

2. The Secondary Education Commission appointed by the Government of India had made recommendations for the reorganization of the courses of studies in Secondary schools. A Committee appointed by the Government of Madras assessed the cost of implementing those recommendations and it was found that the cost was far beyond the resources available. Faced with that fact, the Committee was sharply divided in its views about what the Government should do. The Government found themselves unable to accept either of the two opposed views presented to them.

3. Article 45 of the Constitution provides that all children should be compulsorily enrolled in school up to 14 years of age and given free education; and it requires the State to secure this result not later than the 26th January 1960. On the basis of current rates of expenditure, it is impossible to secure this result even if all the funds available for development as well as the funds at present spent on secondary and higher education were diverted entirely to elementary education. What was the proper course for Government to take, within the limits of available resources (present and prospective), in order to give effect to this Constitutional directive? Two different committees (one set up in 1953 and another in 1955) had taken two different views on this question. Government found themselves unable to agree wholly with either view.

4. It was necessary to resolve differences of opinion on these and other related questions; it was necessary to take decisions on the reorganization of courses of studies in schools as well as on the expansion of educational facilities, so as to make the best use of the funds available for development of education. Government realised the importance of arriving at decisions which would be based on the widest possible measure of general agreement. So, they prepared a White Paper on Education and placed it before the Legislature.

5. The White Paper consists of five Memoranda. Memorandum No. I is a statistical review of school education which brings together certain statistical data which are useful for the consideration of issues arising on other Memoranda. Memorandum No. II deals with the reorganization of secondary education, taking into consideration the recommendations of the Secondary Education Commission appointed by the Government of India and of the Committee appointed by this Government. Memorandum No. III is divided into two parts. Part A discusses the Constitutional Directive contained in Article 45 of the Constitution, of making education available on a free and compulsory basis to all children. Part B examines the recommendations of the Alagappa Chettiar Committee on Elementary Education. Memorandum No. IV sets out the educational development programme for the Second Five-Year Plan Period. The programme of development is dependent on the decisions taken on Memoranda Nos. II and III. Memorandum No. V is a reproduction of certain extracts from the papers presented to the Official Language Commission by the Government of Madras, which are limited to the question of languages in schools and colleges.

6. The White Paper was placed on the table of both the Houses of Legislature in the last week of March 1956. It was discussed by the Legislative Assembly on the 5th and the 6th of April 1956 and by the Legislative Council on the 6th and the 7th of April 1956. After discussion, the Assembly resolved to constitute a committee consisting of—

Dr. K. B. Menon,  
Sri S. Swayamprakasam,  
Sri P. Ramamurthi,  
Sri P. B. K. Rajachidambaram,  
Sri V. K. Ramaswami Mudaliar, and  
Sri N. Ramakrishna Ayyar,

“to assist the Minister for Education in finalizing the Education Scheme for the State of Madras”. The Legislative Council concurred with the Assembly in constituting a

committee to advise the Minister on the matters raised in the White Paper and resolved that the following members of the House be members of the said committee, viz. :—

Dr. A. Lakshmanaswami Mudaliar,  
Sri T. M. Narayanaswami Pillai,  
Sri E. H. Parameswaran,  
Sri T. Purushotham,  
Sri V. R. Ranganathan, and  
Srimathi S. Manjubhashini.

Sri E. H. Parameswaran died on 7th April 1956 and his vacancy was left unfilled. Dr. K. B. Menon ceased to be a member on 1st November 1956, when the Reorganization of States came into force.

7. We met together, as a committee in five separate sessions as noted below :—

First Session ... ..	2nd, 3rd and 4th August 1956.
Second Session ... ..	20th August 1956.
Third Session ... ..	7th September 1956.
Fourth Session ... ..	22nd September 1956.
Fifth Session ... ..	10th December 1956.

The Secretary to Government, Health, Education and Local Administration Department and the Director of Public Instruction were present and assisted us in our deliberations.

8. We had before us a digest of the views expressed in the Assembly and in the Council. A summary of views expressed by organizations and individuals connected with or interested in education, was prepared by the Director of Public Instruction, and made available to us. In addition the following representatives of organizations appeared before us and gave evidence :—

- (i) Sri K. Kuruvila Jacob, President, City Headmasters' Conference.
- (ii) Sri T. P. Srinivasavaradan (now M.L.C.), President, South India Teachers' Union.
- (iii) Sri N. K. Thirumalachari, Secretary, Madras Aided Secondary School Managements' Association.
- (iv) Sri V. Ramunni, Secretary, Tamil Nad Teachers' Federation.

We discussed the White Paper with them and also received and considered written Memoranda submitted by them. In the light of all the material thus collected, we discussed among ourselves all the important issues raised in the White Paper about which differences of opinion had to be resolved. These discussions were fruitful. At the end of our fourth session, we reached agreed conclusions on all the issues which we discussed. Thereafter our report was drafted. The draft report was considered and adopted by us at our final session.

9. Our terms of reference require us to "advise the Government on the matters raised in the White Paper" and to "assist in finalizing the educational scheme for the Madras State".

We advise that a Ten-year Programme of reorganization of the courses of studies in schools be framed and carried out on the lines set out in the next section of the first part of the report.

We advise that a Ten-year Programme of Reorganization of Primary Education be framed and carried out on the lines set out in the third section of the first part of the report.

Our advice on other matters considered by us is summarized in the last section of the first part of the report.

10. The second and third parts of this report are devoted to a detailed exposition of the considerations which led us to the conclusions, of which a summary statement is presented in the next three sections.

The record of our own proceedings as a committee, together with the Memoranda and other materials placed before us, have been printed separately as an Appendix to the report.

## SECTION II—TEN-YEAR PROGRAMME OF REORGANIZATION OF COURSES OF STUDIES IN SCHOOLS.

I. *Total duration of school education.*—We agree that the total duration of school education should be 11 years and should not be increased to 12 years on a permanent basis. But we also consider it essential that during the transition period, there should be 12-year schooling for a limited number of transitional batches of pupils.

II. *Four-year courses of secondary education.*—We agree that the present S.S.L.C. courses of 3 years should be reorganized as 4-year courses of secondary education in the manner recommended by the Secondary Education Commission.

III. *Duration of new courses.*—The duration of new courses of secondary education should be designed for 4,000 school-hours and provided during the last four years of the 11-year schooling system (which may be referred to as new Standards VIII to XI). We assume that all secondary schools will increase school-time from 180 school days (or 900 school hours) to 200 school days (or 1,000 school hours) per annum as unanimously recommended by the Secondary Education Reform Committee.

IV. *The new 4-year Academic course—Basis and Objectives.*—There is at present an S.S.L.C. (Academic) course designed for 2,700 school-hours. The main objective of this course is to impart academic knowledge of Languages, Mathematics and Sciences and Social Studies up to a level, which the Madras University recognize as qualifying for admission to the Pre-University course.

This course should be the basis for formulation of a revised Academic course designed for 4,000 school-hours. The objective of the revised course should also be to impart academic knowledge of Languages, Mathematics and Sciences and Social Studies, but up to a higher level, which the Madras University may recognize as equivalent to that of pupils who complete the Pre-University course, and as qualifying for admission to the first year of the new Three-year (B.A./B.Sc.) degree courses which will be introduced in Colleges next year.

V. *The new 4-year Diversified courses—Basis and Objectives.*—There are at present six S.S.L.C. courses other than the Academic course. All of them are diversified courses. Three of them are Pre-Technological courses. Each of these diversified courses has a two-fold objective. The first part of this two-fold objective is to impart academic knowledge in the subject of the academic course, subject, however, to such abridgment as may be necessary to secure the second part of the objective. The second part consists in preparing the pupil for earning his livelihood.

Each of these courses (which is at present designed for 2,700 school-hours) should be taken as the basis for formulation of a revised 4-year Diversified course designed for 4,000 school-hours. The revised course should have the same two-fold objective as the old course; but the extra time available should be made use of for two purposes. One is to raise the level of academic knowledge imparted by such course so that it does not fall short of the level at present attained at the end of the S.S.L.C. (Academic) course. In particular, the level of scientific knowledge imparted by the revised Pre-Technological courses should be such as the Madras University may recognize as qualifying for admission to the Pre-Professional course to be introduced next year in the Engineering, Medical, Agricultural and Veterinary colleges. The other purpose is to enable the pupil to acquire a significant measure of prevocational preparation which would be equivalent to at least one year of apprenticeship to skilled industrial employment or other vocation. In particular, the level of attainment at the end of the most important of the revised Pre-Technological courses, viz., the Engineering course, should be equatable to that reached at the end of the first year of the present three year course in Polytechnics.

VI. *New syllabuses.*—It has been stated in the White Paper that Expert Committees are to be appointed in order to draft the new syllabuses for these courses. The technical details of the Constitution of syllabuses must, necessarily, be left to them. We recommend that the terms of reference to these committees regarding the basis of formulation and objectives of the revised courses of studies should be laid down in the manner specified above.

VII. *Integrated 7-year course of elementary education.*—As recommended by the Elementary Education Reform Committee, the differences between the junior secondary course and the higher elementary course should be removed. There should be one course only; and since it will be a natural continuation of the lower elementary course—without a break and bifurcation after the fifth year, the new course will be a single integrated course, replacing three separate courses.

This course should be compressed from 8 years into 7 years without any loss of content. It should be made available as the common course in all schools during the first seven years of the 11-year schooling system (which may be referred to as New Standards I to VII).

VIII. *Integration of Basic and non-Basic Education.*—The process of integration will not be complete until the existing differences between Basic Education and non-Basic Education are also removed. This will be a much more difficult process. It will involve a large-scale programme of training for Elementary teachers, and the provision of buildings, lands and craft equipment. We would express the hope that such a programme will be carried out and the integration of Basic and non-Basic Elementary Education completed within the next ten years.

**IX. Future of the Eighth Standard in Higher Elementary Schools.**—The normal consequence of the foregoing proposals for reorganization of the courses of studies in schools would be the abolition of the VIII Standard in Higher Elementary schools. It is, however, proposed in the White Paper that a Special Course called the "Higher Elementary School-Final Course" should be instituted. This proposal raises the following questions :—

*First.*—Whether there is any real need or adequate justification for continuing to maintain an Eighth Standard in higher elementary schools, consistently with the decision that secondary education should be a 4-year course in a system of 11-year schooling?

*Secondly.*—If such a course is maintained, should the course of studies be the same as in the first year of all or any of the new 4-year secondary courses; or should there be a "Higher Elementary School-Final Course" specially designed to be a "rounding-off" course?

*Thirdly.*—Assuming that a distinctive "Higher Elementary School-Final Course" is possible and is also provided, would it be satisfactory to leave it as a blind alley without providing access to secondary education for pupils who complete such a course? If not, how should such access be provided?

We have not formed a final opinion on the answers to these questions. Our conclusion is that they can and should be left open at this stage. The occasion for a decision whether to abolish the present VIII Standard in higher elementary schools altogether without replacement or to replace it with a new VIII Standard will not arise immediately. It will arise only five years hence. By that time, the new syllabuses will have been framed and experience gained in working them. We advise that a review should be made during the year 1959-60 and a final decision taken thereafter, on the questions specified above.

**X. Study of languages.**—At this reorganization of the courses of study of secondary education, it will be desirable to group together the study of all languages as one subject and divide the subject into three parts as below :—

*Languages—Part I.*—Regional language.

*Languages—Part II.*—Hindi or any other Indian language not included in Part I.

*Languages—Part III.*—English or any other non-Indian language.

It should be compulsory for every pupil who chooses the new 4-year Academic course of secondary education, that he should study three different languages and offer them for public examination. (It will be noted that the formula is designed so as not to "impose" either Hindi or English on any pupil.)

At present, Hindi is taught in secondary schools during six years. We consider it to be sufficient that it is taught during four years, as part of the new courses of secondary education in new Standards VIII to XI. It may be omitted from new Standards VI and VII.

**XI. Transition programme.**—(i) The new syllabuses should be got ready before the end of the current year 1956-57.

(ii) The change-over from the present syllabuses to the new syllabuses in elementary education should be commenced in 1957-58 and completed in 1961-62. The change should be introduced, at two levels, in all primary schools simultaneously; and then extended upwards by one standard in each successive year. The integrated 7-year course should be in operation in all the new Standards I to VII by 1961-62 in all schools of the State. This should be done not only in Elementary Schools but also Secondary Schools. Classes I to V or Forms I and II in Middle Schools as well as High Schools should be replaced by New Standards I to VII.

(iii) The change-over from the present syllabuses to the new syllabuses in secondary education should be carried out during a more extended period, according to a phased programme framed as below :—

(a) The new syllabus should be introduced in the year 1958-59 in 25 per cent of all the high schools in the State. In that year the Fourth Form should be abolished and replaced by the new VIII Standard in these schools. By 1959-60, the V Form should be abolished and replaced by the new IX Standard. During 1960-61, the VI Form should be abolished and replaced by the new X Standard. During 1961-62, the new XI Standard should be introduced. At the end of that year, the first batch of pupils will be turned out of these upgraded schools after completing the new Higher Secondary (Academic or Diversified) courses of 4 years.

(b) During 1959-60, another batch of high schools (comprising about 10 per cent of all schools) should be similarly upgraded. The change-over for the second batch of high schools should be completed at the end of 1962-63.

(c) Not less than 50 per cent of all high schools of the State should commence their upgrading during the Second Five-Year Plan period.

(d) By the end of the Third Five-Year Plan period (1965-66) 50 per cent of the schools should have already completed the change-over and all the remaining schools should have already commenced the change-over.

(iv) The pre-University course, already introduced in colleges during the current year (1956-57) should continue to be available in colleges up to 1965-66 and it should be abolished thereafter.

XII. *Regulation of school age.*—(i) The minimum age for admission to the first standard in schools should continue to be 5 plus as at present.

(ii) For purposes of enforcement of compulsion, as distinguished from voluntary admission, the minimum age is not 5 plus; but 6 plus at present. That too, in our opinion, should continue unchanged.

(iii) We have referred to certain defects in the regulation of admission and the enforcement of age regulations. We recommend that such steps as may be practicable should be taken in order to remove the defects which we have pointed out.

### SECTION III—TEN-YEAR PROGRAMME OF DEVELOPMENT OF PRIMARY EDUCATION.

I. *Compulsory enrolment—Limitation of objective and extension of time-limit.*—Eight-year schooling cannot be made compulsory for all children in the State—as required by the Article 45 of the Constitution—within any definite period which can be stipulated in advance.

The point for our consideration is whether the whole idea of extending compulsory enrolment may be given up altogether; or whether a more limited objective should be accepted with an extended time-limit and a determined attempt made to attain the objective. We accept the latter view and recommend that the objective of compulsory enrolment should be limited to the first five years of schooling; and the time-limit should be extended to 10 years. Five-year schooling should be made compulsory in every village and every town of the State by 1965-66.

II. *Avoidance of wastage.*—In our opinion, the most important among the considerations which justify the attempt being made is the need for avoiding "Wastage," which is at present occurring in all the elementary schools of the State.

The schools are working on an average with 60 per cent efficiency. The wastage is about 40 per cent.

We think it should be possible, as a result of compulsory enrolment, to reduce this wastage to 10 per cent.

III. *Avoidance of inequality.*—There is one other reason why the extension of compulsory enrolment is necessary. Enrolment varies very considerably from district to district. The inequality between the sexes is still more glaring.

We consider it essential that these inequalities should be removed at the earliest possible date. Equal access should be provided to what we have described as the first rung of the educational ladder in every village and every town in the State, for boys and girls alike; and for rich and poor alike.

IV. *Limit of public expenditure.*—It has been suggested in the White Paper that Rs. 4 *per capita* per annum might be accepted as the limit of expenditure in respect of elementary education. This included, however, provision not only for the first five years (for which alone compulsory enrolment is proposed) but also the remaining years making up the integrated course of elementary education. At the same time, the proposal does not relate to the cost of secondary education. We think it would be more convenient to define a limit specifically for expenditure on standards I to V. We suggest Rs. 3 *per capita* per annum for this purpose. We also suggest a separate allocation of Rs. 2 *per capita* per annum for standards VI to XI.

V. *Provision of school facilities.*—The White Paper contains specification of the scale of requirements of premises, buildings, playground and garden, furniture and equipment and books. We invite attention to these provisions and recommend that special care should be taken to ensure the availability of the necessary school facilities within a distance not exceeding one mile of the residence of such child, before such child is compulsorily enrolled.

VI. *Individual exemption from compulsory enrolment.*—A new rule should be framed whereby a Panchayat or similar authority will be empowered to examine individual cases and grant exemptions, if it is satisfied that the family circumstances are such that compulsory enrolment would constitute a special hardship.

VII. "*Progressive*" enforcement of compulsion.—As soon as compulsion is introduced in any area and made applicable to any particular school, it should, in our opinion, be enforced as follows :—

*First year.*—Every child already enrolled in such school in any of the first five standards should become compulsorily enrolled. The child should not be withdrawn from school until completion of primary school-age.

*Second year.*—Every child, living within a distance of one mile from the school, who has completed six years and has not completed seven years, should be enrolled compulsorily, if he or she has not been enrolled voluntarily in the previous year. The children thus enrolled in standard I should be under obligation to continue in school until completion of primary school-age.

*Every succeeding year.*—The same rule as above. The object of such "*progressive*" compulsion would be merely to avoid the school being disorganized by compulsory enrolment of too many over-aged pupils; and to permit time being provided for necessary enlargement of school accommodation.

VIII. *Targets of enrolment and annual output of literate pupils.*—If this course is followed, it should be possible to secure that within five years of introduction of the scheme in any area, the enrolment rate is stepped up to 110 pupils per 1,000 people, after allowing for individual exemptions. It should also be possible to secure that the primary schools of such area regularly turn out year after year, permanently literate pupils numbering 20 children (boys and girls) per 1,000 people. By 1965-66, the present annual output of permanently literate pupils will be more than doubled throughout the State.

IX. *School-meals.*—A system of free school-meals for poor children should be a permanent feature of the primary school system of the State.

It is not, however, intended that the meal should be supplied free of charge for all pupils. It is to be supplied free of charge only to such pupils as (on an appropriately defined 'Means Test') are ascertained (by the panchayat or other local authority responsible for implementing the scheme) to be poor children for whom the provision of free supply is necessary and justified.

It will be necessary to set apart Re. 0-11-0 *per capita* per annum for provision of free school-meals. As the scheme has to work within a total allotment of Rs. 3 *per capita* per annum, only Rs. 2-5-0 *per capita* per annum will be available for paying teachers and meeting other school expenses.

X. *Pupil-teacher ratio.*—It is a necessary consequence of this scheme that the total number of teachers employed in teaching standards I to V should increase. If this increase takes place on the basis of present rules, the resulting number will be so large that the cost cannot be met within the authorized limits of total expenditure. Therefore, the Government propose that the rules should be changed so that no new teachers are sanctioned for any school unless the number of pupils enrolled exceeds 40 per teacher; and that, thereafter, the sanction of additional teachers is regulated at the rate of one teacher per 40 pupils enrolled. We are satisfied that this is unavoidable.

XI. *Pay of teachers.*—There was and is no doubt about the urgency of the need for increasing the pay of teachers. The question is not whether an increase is necessary, but how much can be afforded by the State. When we considered the subject the question of Central assistance was still undecided. But we took the view that the provisional allocation shown in the White Paper represents the minimum requirements; and that it was necessary that a very early decision should be taken and announced. In pursuance of this conclusion, the Minister for Education made an announcement in the Legislature on 25th of October 1956.

We recommend that the multiplicity of pay scales which exist at present should be looked into and the scales should be revised so as to secure greater uniformity. There should be no difference in the scales of pay and dearness allowances among teachers possessing the same basic qualifications and doing the same work, merely for the reason that they are employed under different managements. We recognize, however, the need for making one general exception to this rule, viz., that reasonable difference can be justified where it is related to liability for transfer over considerable distances from one school to another.



XII. *Phased Ten-year programme of development of primary education.*—Necessary planning and preparations should be completed and the scheme should be introduced in selected Development Blocks where the National Extension Service Scheme has already been in force for not less than one year. The National Extension Service Scheme is planned to be introduced in all the villages of the State by the end of the Second Five-Year Plan Period. This scheme will be introduced in the wake of the National Extension Service Scheme. It will take five years for this scheme to take full effect. Thus, a phased programme of compulsory enrolment will be carried out throughout the State and completed before the end of the Third Five-Year Plan Period. The towns in which compulsion has not been already introduced should be taken up separately but concurrently and compulsory education extended to them also.

While effecting the selection of new blocks special regard should be had to existing educational backwardness. Those areas in which the enrolment rates are at present very low should be selected earlier than others.

While active stimulation of enrolment under the scheme may be limited to the selected blocks, the normal demand for increased admissions should be met in other blocks.

There should be no room left for doubt about the responsibility for directing the implementation of the scheme. It should continue to be borne by the Education Department.

We attach great importance to the formulation and execution of the scheme, which we suggest may be appropriately referred to as the Ten-year programme of development of primary education. We desire that compulsory enrolment should become universal, not because compulsion is an end in itself; but because it is the necessary means of ensuring that the maximum number of children are helped to become permanently literate at the minimum cost to the State. At present, our annual literacy output is less than 10 children per 1,000 people; and the cost of imparting permanent literacy is nearly 200 rupees per child. We seek, through this programme, to increase the annual literacy output to 20 children (boys and girls) per 1,000 people; and to reduce the cost of imparting permanent literacy to 150 rupees per child.

#### SECTION IV—OTHER MATTERS ARISING OUT OF THE WHITE PAPER.

I. *Expansion and improvement—Relative priorities.*—In our opinion, two Ten-year programmes should be framed and implemented. The first of the two programmes will bring about a reorganization of the courses of studies in schools. It will improve the quality and utility of school education. It is not concerned with the expansion of numbers. The other Ten-year programme relates to expansion of numbers. It is limited to standards I to V. There remains the question of expansion of numbers in standards VI to XI. This, in our opinion, should be regarded as subordinate to the requirements of the two main programmes. In recent years progress has been taking place mainly in response to local demand; which is not necessarily the same as local need. It is now necessary to control further development in such a manner as to secure that enrolment in backward areas (especially rural areas) is levelled up. There should be a planned approach to securing a minimum level for the entire State, below which no area should be permitted to remain.

In respect of standards VI to XI, we advise the Government to give effect to the following order of relative priorities:—

- (1) Improvement of the quality and utility of secondary education, at existing rates of annual outturn of pupils who complete secondary education.
- (2) Levelling up the annual outturn of pupils who complete higher elementary education and secondary education respectively to a common minimum level for all taluks of the State. This common minimum level may be fixed to begin with at 4 per 1,000 people in respect of higher elementary education and 1 per 1,000 people in respect of secondary education.
- (3) (a) Improvement of the quality and utility of elementary education above standard V including the integration of basic education with the general school system, if and in so far as funds may be still available.
- (b) Further expansion of enrolment in standards VI to XI so as to raise the common minimum level to 6 per 1,000 people in respect of higher elementary education and 1.5 per 1,000 in respect of secondary education.

II. *Revision of Grant-in-aid Rules.*—The Government have stated that they propose to review and revise the Grant-in-aid Rules and to this end, appoint a Special Committee for examining the subject, and suggesting the needed revision. We consider this essential and recommend that the Special Committee be appointed at a very early date and the revision of rules effected so as to come into force from next year. The main objective of this revision should be to enable the two Ten-year programmes of reorganization and development to be carried out as planned; to maintain cost-control and give effect to priorities as suggested by us.

III. *Improvement of school-management.*—There is great need for careful study of problems of school-managements.

Recently, the Government have placed a White Paper on Local Administration before the Legislature. We trust that the consideration of this White Paper will lead to the formulation of satisfactory proposals for bringing about a very substantial measure of improvement in the management of all schools, especially schools located in rural areas.

While we have stated our view that private managements should not be hampered by restrictions which limit their power to take decisions for day-to-day management of school affairs, we wish to make it clear that Government should have adequate powers for ensuring that the managements are properly constituted.

IV. *Other matters considered.*—A full record of our discussions has been prepared and is printed as appendix to this report. It may be made available to the departmental authorities concerned and to the Special Committees which will be appointed in order to implement the decisions which will be taken by Government on the basis of this report. The appendix to the report will furnish supplementary indication of our views on all the topics which we have considered.

## PART II. REORGANIZATION OF COURSES OF STUDIES IN SCHOOLS.

### SECTION I—COURSES OF STUDIES AT PRESENT IN FORCE.

1. *Elementary Education.*—The statutory definition of Elementary Education in this State is as follows:—

“Elementary Education means education up to and including Standard V of an elementary school or up to and including class 5 of a secondary school; and, for purposes other than compulsion also includes education in Standards VI, VII and VIII of an elementary school.”

2. *Elementary schools.*—The elementary school referred to in the foregoing definition of Elementary Education may be one of two types. There is, first, the common type which is referred to indifferently as either the “Primary School” or the “Elementary School”; or (occasionally also as) the “Lower Elementary School”. The total number\* of such schools was 21,423 in 1953-54 and increased to 24,413 in 1954-55. The other type of elementary school is known as “Higher Elementary School”. The total number of such schools was 2,338 during 1953-54; and the number increased to 2,465 during 1954-55. The difference between the two types consists in the number of years of schooling for which provision is made in the school. Primary schools provide for the first five years. Higher elementary schools provide for the first eight years.

3. *Lower Elementary and Higher Elementary courses of study.*—Elementary Education is further defined in statutory rules as meaning the imparting of instruction in the following subjects:—

#### (i) LOWER ELEMENTARY OR PRIMARY STAGE—STANDARDS I TO V.

##### *Compulsory subjects.*

- 1 Language.
- 2 Elementary Mathematics.
- 3 Nature Study and Gardening.
- 4 Physical Training.
- 5 History and Geography.
- 6 Civics and Hygiene (including elementary home-craft for girls).
- 7 Music.
- 8 Handicrafts.

##### *Optional subjects.*

- 1 Drawing.
- 2 First Aid.
- 3 A second language in Muslim schools and bilingual areas.
- 4 Religious or Moral Instruction.

#### (ii) HIGHER ELEMENTARY STAGE—STANDARDS VI TO VIII.

##### *Compulsory subjects.*

- 1 Language.
- 2 Elementary Mathematics.
- 3 Elementary Science (including Home Science for girls).
- † { 4 History.
- 5 Geography.
- 6 Civics.
- 7 Physical Training.
- 8 Pre-vocational work (including practical gardening for rural Higher Elementary Schools).

##### *Optional subjects.*

- 1 English.
- 2 Music.
- 3 A second language in Muslim schools and bilingual areas.
- 4 Drawing.
- 5 Religious or Moral Instruction.

\* Ninety-one special schools are excluded from this number.

† These three subjects were substituted in 1953 by the subject 'Social Studies'.

4. *Duration of courses and division between academic and practical education.*—The total duration of elementary education is eight years. It is divided into two successive stages—the Primary stage and Higher Elementary stage. The Lower Elementary course of studies covers five years and the Higher Elementary course covers three years. The rules prescribe a minimum of 220 school days each year (which include, however, eleven days when the teachers may be on other duty). They also prescribe a 5-hour day. It will thus be seen that the minimum duration of the Lower Elementary course is 5,225 hours. This total is divided into two almost equal halves between Language, Elementary Mathematics, History and Geography, Civics and Hygiene on the one hand; Music, Handicrafts, Nature Study and Gardening, Physical Training and Moral Instruction on the other. It will be convenient to refer to the former as comprising “Academic Education” and the latter as “Practical Education”. The Higher Elementary course of studies covers three years, or a minimum of 3,135 hours in all. It differs from the Lower Elementary course, in the following respects:—

(i) Academic education in the Lower Elementary course is just about sufficient to bring about permanent literacy. The Higher Elementary course raises the level of both literary attainments and general knowledge to what is regarded as a desirable common minimum for all citizens.

(ii) There is a larger allocation of curricular time in the Higher Elementary course for academic education. Whereas the allocation is one-half of the total in the Lower Elementary course, it is three-fifths in the Higher Elementary course.

(iii) Whereas handicrafts are almost purely recreational in the Lower Elementary course, it becomes “pre-vocational work” in the Higher Elementary course.

5. *Age regulation.*—Admission is made to the first year of elementary education upon completion of five years. If this were strictly enforced, and corresponding age-limits were enforced at higher standards, the primary stage will begin at 5 plus and end at 10 plus; and the Higher Elementary stage will begin at 10 plus; and end at 13 plus.

Actually, however, enforcement of age regulation is not made very strictly. First, there is no check up with any public record of births. Secondly, admission is made more than once in the year. Thirdly, there is no higher minimum age for first admission in later years, after private study.

6. *Secondary Education and secondary schools.*—“Secondary Education” is not strictly defined. There is a certain amount of ambiguity in the use of this expression. Judging from official usage in administration reports and statistics, there is little doubt that it is intended to cover all the courses of studies provided in secondary schools beyond the primary stage as statutorily defined; that is to say, after the first five years of schooling. Secondary schools are of two types, viz., High schools and middle schools. High schools make provision normally for six years after primary schools, in what are called, Forms I to VI. Some High schools may also contain provision for classes 1 to 5 where they provide the Lower Elementary course of studies. Middle schools are secondary schools in which provision for education beyond the primary stage is limited to Forms I to III. During 1953–54, there were 1,011 secondary schools in this State. This number increased to 1,031 during 1954–55. Excluding 52 schools which cater to special needs, there were 841 High schools and 118 middle schools during 1953–54. During 1954–55, middle schools decreased in number from 118 to 106, while High schools increased in number from 841 to 873.

7. *The Junior Secondary course of study.*—There is a prescribed course of studies in Forms I to III of all secondary schools (middle schools as well as High schools). It is somewhat significant that no specific name is attached to the course. It is obviously parallel to the Higher Elementary course, inasmuch as it covers the same period, viz., the sixth, seventh and eighth years of school-education. Yet it is explicitly excluded from the scope of Elementary Education by the statutory definition referred to in paragraph 1 above. It will facilitate discussion if this course—which is clearly the first stage of Secondary Education—is referred to as the “Junior Secondary Course”.

8. *Differences between the Junior Secondary course of study and Higher Elementary course of study.*—The Junior Secondary school course is the older of the two. It was planned essentially as part of a six-year course of Secondary Education. It came to be recognized as a distinctive stage, merely for the reason that it was made available separately in Middle schools, as well as in combination with the final stage in High schools. The Higher Elementary course, on the other hand, was planned as an extension of Primary Education. The object, initially, was merely to provide education of a higher level of attainment than mere literacy for pupils (especially in rural areas). It was not designed for pupils who intended to complete Secondary Education. In the course of years, however, the need was felt for providing regular access from Higher Elementary

schools to High schools, with the result that the course of studies tended to become increasingly approximated to the Junior Secondary course. The main surviving differences are set out below:—

(i) Though the period covered is three years in both cases, the prescribed minimum duration of the Junior Secondary course is 2,700 hours, while that of the Higher Elementary course is somewhat longer (3,135 hours).

(ii) There is a larger allocation of time for "practical education" in the Higher Elementary course than in the Junior Secondary course. The proportion is two-fifths in the former and two-sevenths in the latter.

(iii) The provision made for the study of languages in the Junior Secondary course is closely modelled on the pattern of the S.S.L.C. (Academic) course, which will be presently described. More time is allotted. English is compulsory. There is provision for teaching Hindi (though on an optional basis). English is optional in the Higher Elementary course and there is no provision for Hindi.

(iv) Admission to the S.S.L.C. courses of studies follows the completion of the Junior Secondary course of studies automatically and without a pupil having to sit for a Public examination. The pupils who complete the Higher Elementary course have to take a Public examination and be declared eligible before they get admission.

9. *The S.S.L.C. (Academic) course.*—The last three years in High schools (Forms IV to VI) are distinguished from all earlier years in other schools by a special circumstance. Whereas, in earlier stages, there is only one course of study in the same year of the same school, there can be more than one course of study in the same year of the same school so far as Forms IV to VI are concerned. All these parallel courses are, however, inter-related and regulated by a single scheme for the award of the "Secondary School-Leaving Certificates". These courses may be referred to as the S.S.L.C. courses. The most important among the S.S.L.C. courses is known as the Academic course. It is at present the most important because it is the only course actually available in a very large proportion of all High schools; and it is the course taken by the large majority of pupils even in those High schools where other courses are available.

Admission to this course (as to other S.S.L.C. courses) is made mainly from among pupils who have passed the III Form in secondary schools. Admission is also made of other pupils who (having completed the Higher Elementary course with English as an optional subject) appeared for the E.S.L.C. Examination and have been declared eligible for admission to S.S.L.C. courses. Consistently with the general rule of regulation of age at earlier stages, the pupils gaining admission to S.S.L.C. courses should normally be 13 plus and they should complete the course at 16 plus. But here again there are no strict rules.

10. *Duration and content of the S.S.L.C. (Academic) course.*—As the High schools work for five hours a day during 180 days in the year, the total duration of the course is 2,700 hours.

One-fifth of the curricular time (540 hours) is devoted to compulsory study of what is called the "First Language". This consists of two parts, of which the first is either the regional language or the mother-tongue. The second part may consist either of an intensive study of the same language; or alternatively it may be an elementary study of another language. Thus, the so-called "First Language" may (and, not infrequently, does) consist of two different languages.

Very nearly one-sixth of the curricular time (463 hours) is devoted to compulsory study of English as the Second Language.

One-seventh of the curricular time (386 hours) is devoted to Mathematics. Here the pupil has a choice between "General" and "Composite" Mathematics. The latter includes (and the former excludes) Theoretical Geometry and Algebra.

Another one-fifth of the curricular time (540 hours) is devoted, in part, to what is called, "General Science" (309 hours) and, in part, to what is called, "Social Studies" (231 hours). These courses were specially designed in pursuance of the Reorganization Scheme of 1948.

Another one-seventh of the curricular time (386 hours) is devoted to arts, hobbies and practical activities as well as Hindi as a third language. The study of Hindi as a third language is, however, optional. The time allotted for this purpose (154 hours) may, at the option of the pupil, be devoted to additional crafts or approved activities. Finally, the remaining one-seventh of the curricular time is devoted to Citizenship Training, Physical Training and Moral Instruction.

It will be observed that even the Academic course is not wholly devoted to Academic education. Two-sevenths of the total time is devoted to practical education—but some part even out of this allotment may be taken up by Hindi if (as almost always happens) it is chosen by the pupil.

11. *S.S.L.C. (Bifurcated) courses.*—The alternatives to the academic courses are collectively referred to as the “Bifurcated Courses”. In recent years, they have come to be known more commonly as “Diversified” courses. The idea underlying these courses is that a hard core of essential academic subjects should be retained as a common factor and pupils who take diversified courses should receive the same instruction in these subjects as pupils who take the Academic course. The rest of the curricular time should be devoted to what may be called “Pre-Vocational Preparation” of an essentially practical nature. By the end of 1954–55, only 128 courses had been instituted. Since then, another 136 courses have been instituted indicating the acceleration recently taking place. Even so, the aggregate numbers of pupils who took the latest S.S.L.C. Examination with these courses was only 2,057. The relative proportion of pupils who take the Academic course is still very large.

12. *The Secretarial course.*—Out of 2,057 candidates, the largest group (770) offered the Secretarial Course for Public examination. This course is designed to provide (in addition to general education) pre-vocational preparation for employment as clerks, accountants and typists in public offices and business establishments. Part I of the First Language, Social Studies, Citizenship Training, Physical Education and Moral Instruction are common for this course as well as the Academic course. The pupil has to choose one other language, which may be either Part II of the First Language or English, at his option. Though free to choose, the pupil chooses English invariably, as otherwise, he is ineligible for University courses of study. Thus the time devoted to Part II of the First Language is saved and made available for pre-vocational preparation. In respect of Mathematics, the course provides, what is called, “Commercial Arithmetic” in lieu of the General Mathematics or the Composite Mathematics of the Academic course. There is no saving of time here; but the subject is adapted to the special requirements of pre-vocational preparation. The courses in General Science, Arts, Hobbies and Practical Activities and Third Language are omitted altogether. The time thus saved is utilized on training in drafting and precis-writing, typewriting as well as in two out of three special subjects, namely, Book-keeping, Commercial Practice and Shorthand. The total curricular time is the same as for the Academic course. But the time devoted to Academic subjects (that is, First Language Part I, English, Arithmetic and Social Studies) is very little more than one-half of the total time.

13. *The Pre-Technological courses.*—There are three courses forming a group and referred to by the common name of “Pre-Technological Courses”. The structure and content of these courses are described below:—

(i) *The Engineering course.*—This course ranks second, at present; but it is recently tending to become popular and it is likely to take first place in the near future. The structure of this course is described below.

In respect of compulsory languages, the course is the same as in the Secretarial course, i.e., Part I of the First Language is compulsory; and there is an option to choose between Part II of the First Language and English; and English is nearly always chosen. The course is also the same in respect of Social Studies, Citizenship Training, Physical Education and Moral Instruction with a minor difference that there is a cut in the time devoted to Physical Education. The Third Language is completely omitted. While General Science, as such, is also omitted, it is replaced by particular Sciences, closely correlated to Engineering. Thus, there is provision for instruction in the elements of Chemistry, Mechanics, Heat, Electricity and Magnetism, Sound and Light. The “Pre-Vocational” content of this course consists of practical work (correlated to actual instruction) in Carpentry, Freehand Model drawing, Geometrical drawing, Fitting, Electric wiring, Blacksmithy and Machine-drawing. Thus the course covers a small but significant part of the training given in the Polytechnics. It is also calculated to prepare the pupil for skilled employment in industry. The time devoted to academic subjects (other than Science) is limited to about one-half of the total curricular time. It is reported that pupils who take this course also put in practical work outside the normal school-hours.

(ii) *The Agricultural course.*—This is classed, along with the Engineering course, as a “Pre-Technological Course”. The academic content is the same as in the Engineering course. The “Pre-Vocational” content of this course consists of a combined study of Agriculture and Elementary Science and includes care of Livestock, Fruit cultivation, Poultry farming, Dairy, etc.

(iii) There is a “Textile Technology” course, also classed as a “Pre-Technological Course”. It has the same academic content and provides pre-vocational preparations in Handloom-weaving, Dyeing and Printing. (Only 10 pupils from one centre offered this course.)

14. *The Teaching Practice course.*—This course differs from the Secretarial and Technological courses. It embodies practically the whole of the Academic course. There is no option to omit either Part II of the first language or English. Similarly, in Mathematics, the General course or composite course must be taken. The time devoted for arts and hobbies and practical activities is diverted to Teaching Practice. The pupils are required to work outside the school hours for an equivalent length of time. Though, in point of number, this Course ranks third at present among the six bifurcated courses, it is reported to be not very successful.

15. *The Aesthetic and Domestic course.*—This course is intended for girls. The course is divided into three parts of which the first includes Part I of the First Language, Physical Education, Moral Instruction and Citizenship training (these being taken over bodily from the Academic course). In addition, a little time is provided also for English Composition. The other two parts of the Aesthetic and Domestic course are so designed as to provide the minimum of common instruction in Home Science as well as Fine Arts and in addition provide an opportunity for more detailed instruction in either Home Science or Fine Arts, according to choice. Thus, a wide range of tastes and aptitudes is provided for.

16. *Basic Education.*—Basic Education was at one time visualized as a complete alternative to both elementary education and secondary education. It was to be a 7-year course designed to bring about a level of attainment in academic subjects equivalent to 'Matriculation minus English'. This was to be secured by a process of "Correlated teaching" linked to practical training in a basic craft. This training was to be sufficiently intensive for the pupils to attain the proficiency, necessary for earning a livelihood through self-employment in such basic craft. Apart from productive craft work and correlated teaching, there was also to be active development of character and citizenship training, this being secured through "School Community Service" and other organized activity programmes. It was also an essential feature of the original conception that the productive labour of the pupils in the practice of the basic craft should yield an income which would render basic education eventually self-supporting, so far as the salaries of teachers were concerned. The Wardha Scheme of Education has since passed through a long experimental stage, in the course of which the original objectives have been modified very considerably. The duration of the course is now fixed as eight years and not seven. The academic content of the 8-year course is no longer intended to reach the Matriculation level. It is recognized that a further course of three years (called the Post-Basic course) would be necessary in order to attain that level. It is also recognized that Basic Education cannot be self-sufficient, or indeed less costly to any significant extent than the conventional type of elementary education.

The present position is that Basic Education is, just simply, high quality Elementary Education.

17. *Differences between Basic Education and conventional Elementary Education.*—The principal differences between basic education and the conventional courses of elementary education are summarized below :—

(i) The development of character and citizenship training are much more systematically provided for in the organization and methods of work of the Basic school. The school functions as a co-operative community and the pupils take part in rendering service to the school community. Such activities are practically non-existent in the conventional elementary schools.

(ii) The distinctive method of "correlated teaching" is employed in Basic schools. The method is specially adapted to children. It arouses curiosity, develops mental alertness and the habit of original thinking. The pupil is not so much taught as helped to learn.

(iii) Basic school training in a basic craft is something more than the creation of a vocational bias. It is serious pre-vocational preparation. It is designed to achieve the proficiency necessary for self-employment in the chosen craft. Much more time is devoted to this purpose than in the ordinary elementary schools. This time is not wholly diverted from academic education, since productive craft work (like other activities) serves also as the basis of correlated teaching.

The qualitative superiority claimed for basic education over conventional elementary education arises out of these three distinctive features of basic education.

18. *Basic schools—Senior and Junior.*—There were 905 Basic schools in all during 1953-54, which increased during 1954-55 to 1,055. There are two different types among Basic schools as among elementary schools; the Junior Basic schools corresponding to

Primary schools and the Senior Basic schools corresponding to higher elementary schools. The total number of Senior Basic schools in which a complete course of eight years is provided was 115 in 1953-54 and it increased to 151 in 1954-55.

The course of study in basic education is continuous and planned as a single 8-year course. The division of this course into two successive stages of five years and three years is not, therefore, a necessary feature of the Scheme. It is the unavoidable result of the fact that 8-year schools are (and must necessarily be) far less numerous than 5-year schools. The scheme has to be adapted to the institutional set up.

19. *Curricular Pattern*.—In concluding this description of the courses of studies at present in force in all schools of the State, it is necessary to draw attention prominently to three features. The first of these features is the total duration of schooling; this is eleven years. The next is the division of these eleven years into stages. There are three successive stages—the first of five years, the next of three years and the last of three years. Finally, there is the structure of each stage. The first stage is bifurcated; it consists of two parallel courses, viz., I-A. Lower Elementary course and I-B. Junior Basic course. The second stage is trifurcated; it consists of three parallel courses, viz., II-A. Higher Elementary course, II-B. Senior Basic course and II-C. Junior Secondary course. The third stage is variegated; there are no less than seven parallel S.S.L.C. courses, viz. :—

III-A	The S.S.L.C. (Academic) course		
III-B-1	The S.S.L.C. (Engineering) course	..	..
III-B-2	The S.S.L.C. (Agriculture) course	..	..
III-B-3	The S.S.L.C. (Textile Technology) course	..	..
III-C	The S.S.L.C. (Secretarial) course		
III-D	The S.S.L.C. (Teaching Practice) course		
III-E	The S.S.L.C. (Aesthetic and Domestic) course.		

} The S.S.L.C. (Pre-Technological) courses.

The twelve different courses of study mentioned above collectively constitute school education. The pattern of organization formed by the break-up of school-education into these twelve distinct courses of study or curricula may be referred to as the "Curricular Pattern" of school education.

20. "*Curricular Content*".—The "Curricular pattern" is one thing and the "Curricular content" is a different thing. The academic and practical subjects included in each of these courses (and their content as defined by syllabuses) constitute what may be called the "Curricular content" of school education. We shall describe presently the various proposals which have been placed before us, regarding changes in the course of studies at present in force. It will be seen that the main differences of opinion relate to the curricular pattern. In the course of our discussions we found it very difficult to grasp what these differences of opinion were about so long as discussion was limited to the "pattern". The difficulty is removed only when we realise that changes proposed in the "Curricular pattern" are to be justified only in so far as they are necessitated by changes in the "Curricular content". The main question is whether the content of these twelve courses of study described in this section requires to be changed and if so for what purposes. The decision on the pattern will follow the decision on the content.

We should add that we do not consider it to be our task to go into the questions of revision of syllabuses. Whether the content of curricula should be changed and, if so, for what purposes are issues of policy with which we are concerned. Given the objectives of change, how exactly the change should be effected in the syllabuses is a technical question for expert educationists.

## SECTION II—THE CHANGE OF PATTERN PROPOSED BY THE SECONDARY EDUCATION COMMISSION.

21. The total duration of school education is not the same in all the States of India. It is ten years in some States and eleven in others. In every State (except one), the total period is divided into three stages. In official publications of the Government of India, these three stages are referred to as the "Primary", "Middle" and "High" stages. In the same publications, the "Middle" and "High" stages are jointly referred to as the "Secondary" stage of education.

22. There are twelve different curricular patterns in India. Among the States with 10-year schooling, there are no less than seven different patterns. The break-up of 10-year schooling is 5 plus 3 plus 2 in Uttar Pradesh, Madhya Bharat, Rajasthan, Jammu and Kashmir, Himachal Pradesh, Vindhya Pradesh, Bhopal and Ajmer. The same 5 plus 3



plus 2 pattern is in force among girls' schools in the Punjab, PEPSU and Delhi. But the general pattern for boys' schools in these three States is 4 plus 4 plus 2. The other patterns are 4 plus 3 plus 3 in Hyderabad, 4 plus 2 plus 4 in West Bengal and Tripura, 3 plus 3 plus 4 in Assam, and finally 2 plus 4 plus 4 in Manipur.

Among the States with 11-year schooling, there are five different patterns. The break-up of 11-year schooling is 5 plus 3 plus 3 in Madras, Andhra, Travancore-Cochin and Coorg. It is 5 plus 2 plus 4 in Bihar and Orissa. It is 4 plus 4 plus 3 in Madhya Pradesh and Mysore; and 4 plus 3 plus 4 in Bombay and Kutch. Saurashtra is the exceptional State with only two stages instead of three. The break-up reported from this State is 7 plus 4.

NOTE.—It should be added (by way of clarification) that the pattern referred to above does not include Pre-Primary classes, attached to primary schools. Such classes (usually referred to as Infant Classes) are provided in Bihar, Orissa and Kutch among the States with 11-year schooling and Hyderabad, Assam and Tripura among the States with 10-year schooling.

23. Secondary education is deemed to consist (as already mentioned), of both the middle and the high stages of school education. The duration of Secondary Education, it will be seen, is six years in all States except the following :—

It is five years in North India and North-West India (Uttar Pradesh, Madhya Bharat, Rajasthan, Jammu and Kashmir, Himachal Pradesh, Vindhya Pradesh, Bhopal and Ajmer). It is seven years in Assam, eight in Manipur and four in Saurashtra.

24. What is the position regarding Elementary Education? It is difficult to say, because there is some obscurity even about a proper definition of Elementary Education. In this State, as already explained, Primary Education is not the same thing as Elementary Education. It is a part, the earlier part, of Elementary Education. The total duration of Elementary Education in this State is eight years, while that of Secondary Education is six years. It is possible for both to co-exist within a frame-work of 11-year schooling, because the "Middle Stage" covering the sixth, seventh and eighth years has one course of study which forms part of Secondary Education and another course of study which forms part of Elementary Education. Is this structural difference in the organization of the middle stage a special feature of this State, or does it exist in other States also? We do not know. The official publications of the Government of India seem to take no cognizance of Elementary Education as an entity distinct from Primary Education.

25. The main recommendations of the Secondary Education Commission related to the institution of a "new organizational structure" for Secondary Education and a correlated change in the organizational structure of University Education. As it happens that there are doubts and misunderstandings about what exactly the Secondary Education Commission did recommend, we quote below relevant extracts from the report of the Commission :—

"It has been repeatedly pointed out by all concerned with education that at present, the standards attained by students who seek admission to the University and to other higher-courses is low . . . A somewhat longer period of training before entrance to the University is likely to be useful both for those who want to pursue higher education and for those who finish their education at this stage. Judging by the requirements of several of the diversified courses that we have in view, we feel that a somewhat longer period of training will be necessary if they have to be taught with thoroughness and efficiency. The various arguments that have been adduced in favour of this view have led us to the conclusion that it *would be best to increase the secondary stage of education by one year and to plan the course for a period of four years after the Middle or Senior Basic stage.* At the same time we realize that the total period of training required at present for higher education cannot and should not be increased because of the large financial implications for educational authorities as well as for the students. We have, therefore, come to the conclusion—which also tallies with the views of the University Education Commission in this connection—that *it is desirable to abolish the present Intermediate stage; to increase the period of Secondary Education by one year; and to plan a three-year degree course at the University stage.*"

26. With reference to the considerations set out above, the Commission formulated its specific recommendations, which it summarized in these terms :—

"(i) Under the new organizational structure, education \* should commence after four or five year period of Primary or Junior Basic Education and should include—

(a) the Middle or Senior Basic or Junior Secondary stage of three years; and

(b) the Higher Secondary stage of four years.

\* Was this intended to read Secondary Education ?

(ii) During the transitional stage, the existing High Schools and the Higher Secondary Schools should function on the lines laid down.

(iii) The present Intermediate stage should be replaced by the Higher Secondary stage which should be of four years' duration, one year of the present Intermediate being included in it.

(iv) As a consequence of the preceding recommendations, the first degree course in the University should be of three years duration "

27. So far as it relates to the remodelling of University courses of study, these recommendations are free from doubt. The Intermediate course is to disappear from Colleges. One of the two years at present devoted to it is to be prefixed to the degree courses and thus forms the starting point of reorganization of degree courses. These recommendations have been accepted by the Government of India. Their implementation is in the hands of Universities. The University of Madras has begun to implement them this year. The first year of the Intermediate course has been abolished and replaced by a "Pre-University Course". Next year, the second year of the Intermediate course will be abolished and added to the B.A. and B.Sc. courses which will become three-year degree courses of General Education. At the same time, an extra year is also to be prefixed to the professional degree courses in Engineering, Medical, Agricultural or Veterinary Colleges as the "Pre-Professional" course. For the present, therefore, what has happened is a change-over from a 2 plus 2 pattern of College Education to a 1 plus 3 pattern. The intention, however, is that the "Pre-University Course" which has replaced the Intermediate is only a transitional arrangement. It is also to be abolished, as soon as secondary schools are reorganized in the manner recommended by the Commission.

28. What exactly is this reorganization of secondary schools? *Prima facie*, the intended final result of the reorganization is that in every State, there should be one or other of two patterns, viz., either 4 plus 3 plus 4 or 5 plus 3 plus 4. How is this result to be secured? The starting point of this reorganization in schools (as in colleges) is the abolition of the Intermediate. One year of the two having been added to the degree courses, the other is to be added to the school courses. The Commission evidently took the view that the addition of one extra year (taken from the Intermediate course) will yield the new patterns which it recommended.

Since all States of India fell into two groups of which one had 10-year schooling and the other had 11-year schooling, the addition of one extra year would result in 11-year schooling for the first group of States and 12-year schooling for the second group of States.

As Secondary Education (comprising the middle or high stages) was proposed to be of seven years' duration in every State, it follows that the primary stage would be of four years' duration in the first group of States and of five years' duration in the second group of States.

Hence the conclusion that the reorganization recommended by the Commission would result in two curricular patterns—the 4 plus 3 plus 4 pattern for one group of States and the 5 plus 3 plus 4 pattern for another group of States. As there are twelve different patterns at present, the reduction of this number to two would represent a very substantial measure of uniformity. What is more, it would bring about a single pattern of Secondary Education common to all States. It is a reasonable interpretation of the Commission's recommendations, that this was what was intended.

29. This interpretation is not, however, free from doubts and difficulties. The main doubt is created by the fact that two alternative patterns have been recommended—the 4 plus 3 plus 4 pattern and the 5 plus 3 plus 4 pattern. The Commission expressed no opinion as to which was preferable. Did this mean that (in the Commission's opinion) it was an entirely open question which was left to each State to determine for itself; or was it the Commission's advice that every State which had 10-year schooling at present should adopt the 4 plus 3 plus 4 pattern and every State which had 11-year schooling at present should adopt the 5 plus 3 plus 4 pattern? Governments had to be sure what the advice was, before they could decide whether to accept it or not. On this question of major importance, the advice was not free from doubt. Apart from the doubt about what the advice was, there was a difficulty about accepting the advice also. If, as was obviously the case, the aim was to secure an equally high standard of academic or practical education, and if this could be secured by 11-year schooling in about one-half of India, why should it be necessary for the other half of India to have 12-year schooling in order to secure the same result? If the Commission was seeking to bring about such a degree of uniformity in the curricular pattern of all States as to reduce the total number from 12 to 2, why not go further and reduce the

number to 1? Such questions were not explicitly raised and answered by the Commission. Hence, the doubts and difficulties, which account, in part, for the fact that the Commission's recommendations have not yet been implemented.

30. Another important doubt about what the Commission intended, relates to the scope of reorganization it had in mind. It has been seen already that it was not limited to Secondary Education; it included University Education as well. Did the Commission also have in mind the reorganization of Primary Education? Did it also contemplate any changes in Elementary Education (in those States where, as in Madras, it extended to the "Middle" stage of school education)? Reading the report of the Commission, one gains the impression that the Commission was anxious to leave existing arrangements at the primary and middle stages undisturbed; and was concerning itself only with changes to be made in the "High" stage of school education. One more year was to be added to this stage; and the "High" stage, as thus lengthened, was to be reorganized in academic and diversified courses of Higher Secondary Education. But would this simple process suffice to yield the pattern of Secondary Education, it recommended, viz., a seven year period divided into three years of Junior Secondary and four years of Higher Secondary Education? The answer is in the negative. It would yield only a 3-year course of Higher Secondary Education, preceded by a 3-year course of Junior Secondary Education, or a total duration of six years of Secondary Education in Uttar Pradesh, as well as a large number of other States in North-West India. If, therefore, a 4-year period was an indispensable feature of the Higher Secondary curricula which the Commission had in mind (and this seemed to be very clearly indicated), the result could not be secured without effecting a combined reorganization of both the middle and high stages in these States, as well as in Punjab, PEPSU and Delhi. If a total duration of seven years for both stages of Secondary Education was an essential feature of the changes proposed by the Commission, it could not be secured without effecting a combined reorganization of all the three stages of school education. It will thus be evident that the question of implementing the recommendations of the Secondary Education Commission was not a simple matter of issue of orders by Government. It was a matter for detailed examination with reference to the existing pattern of each State.

31. We shall proceed, in the next section, to describe the steps taken by the Government of Madras to organize such examination and to formulate their provisional conclusions regarding the changes to be made. At this point, we wish to invite attention to certain sources of confusion in existing terminology.

It will be observed that the word "stages" is used in a confusing manner. There are three stages of school education which are officially referred to as "Primary", "Middle" and "High". The "Middle" and the "High" jointly constitute Secondary Education, which is also referred to as a stage. By the same token, Elementary Education is also a stage. In this State, at any rate (and, probably, in some other States also) Elementary Education includes the "Primary" stage and extends beyond it to cover the "Middle" stage. And yet the word "Primary" is frequently used as if it were synonymous with "Elementary". If Elementary Education is a stage of school education which is eight years long, and Secondary Education is a stage of school education which is six years long, it might be thought that the total duration should be fourteen years. But it is not. It is only eleven years. This is because, the sixth, seventh and eighth years at school is a common "Stage" for both "Stages" of school education! It is not easy to remove these sources of confusion before final decisions are taken about the future curricular pattern (as well as the future institutional pattern) of school education. Meanwhile, we can only advise that the sources of confusion should be recognized and borne in mind in order to avoid getting confused. In this context, we note the proposal made by the Government in the White Paper that the use of different names to designate different school years in different types of schools should be discontinued. At present, the same school year is referred to as a standard in some schools, a grade in some others, and a class elsewhere. The school years VI to VIII are referred to as Forms I to III in secondary schools, Standards VI to VIII in higher elementary schools and Grades VI to VIII in senior basic schools. We endorse the proposal that School years I to XI should be referred to as Standards I to XI in all types of schools uniformly.

We suggest one other change. It is really confusing that the word "stage" should be used to describe the status of Elementary Education and Secondary Education and at the same time the three different parts of school education referred to as "Primary", "Middle" and "High" should also be referred to as "Stages". We suggest that the latter be referred to as the "Primary Phase", the "Middle Phase" and the "Final Phase" of school education. The use of the word "Stages" may be reserved for describing the status of Elementary Education and Secondary Education within the frame work of school education.

SECTION III—THE CHANGE OF PATTERN PROPOSED BY THE  
GOVERNMENT.

32. In October 1954, the Madras Government constituted a Committee (which we shall refer to as the "Secondary Education Reform Committee") in order to "advise them about the implementation of the recommendations of the Secondary Education Commission, taking into consideration, the conditions existing in this State and taking due note of the several improvements already effected which are in conformity with the recommendations made by the Secondary Education Commission." The Committee was best qualified to advise the Government on this subject because the Chairman of the Committee was the Vice-Chancellor of the University of Madras, who had also been the Chairman of the Secondary Education Commission. The other three members of the Committee were the Director of Public Instruction, the Principal of the Teachers' Training College, Saidapet, and the (then) President of the South India Teachers' Union.

33. This Committee was, unfortunately, unable to agree on the main issue. The majority view of the Committee was reached by the Chairman and one other member and recorded in the following terms:—

"In the State of Madras, the stages of instruction should be primary stage of five years, Middle School (or Senior Basic) stage of three years; and Higher Secondary stage of four years' duration."

It was thus made clear that the addition of one extra year was an essential feature of the Commission's advice even for those States where there was 11-year schooling already. They were to change over to 12-year schooling.

The Director of Public Instruction and one other member of the Committee did not agree with this recommendation. We shall discuss presently the issues involved in this difference of opinion. Before doing so, it is necessary to refer to certain proposals which had emerged independently regarding changes in the curricular pattern of elementary education.

34. In December 1954, two months after the setting up of the Secondary Education Reform Committee, an Elementary Education Reform Committee was also set up by the Government of Madras. This Committee has formulated various recommendations regarding the future of 'Elementary Education'. The main recommendation of this Committee, so far as the curricular pattern is concerned, reads as follows:—

"The Elementary School course should be an integrated one, of eight years' duration."

This recommendation entailed two consequences:—

*First.*—The existing differences between the Junior Secondary course of study (Forms I to III of secondary schools) and the Higher Elementary course of studies (in Standards VI to VIII of higher elementary schools) should be removed.

*Secondly.*—The existing differences between Basic Education and non-Basic Education (at both the primary phase and middle phase of school education) should be removed.

When these two changes are carried out, there will be only one curriculum—that of an integrated course of elementary education (embodying the academic educational content of the conventional elementary education, as well as the practical educational content and characteristic teaching methods of Basic Education).

If no other changes are made, the result will be an 8 + 3 pattern of school education—with two stages, viz., eight years of Elementary Education, followed by three years of Secondary Education.

35. The Elementary Education Reform Committee recognized that this integration (so far as Basic Education is concerned) was likely to take a long time. It recommended, therefore, that "Till higher elementary schools and the middle school forms of secondary schools are converted into the Basic pattern, the syllabus of the higher elementary standards may be grouped as near to that of the middle school forms as possible and the teaching of English to all the pupils of standards VI to VIII may be made compulsory. Any other new language like Hindi, need not be introduced in higher elementary schools." The integration thus proposed was generally acceptable to all and raised no particular controversy. It did raise the important problem of organizing the transition; but this is largely a technical and administrative problem. The subject (so far as it relates to Basic Education) is, at the moment, under active examination by a Special Committee, which includes some of the most experienced basic educationists of the country.

36. It was the opinion of the minority members in the Secondary Education Reform Committee that this was the only material change required in existing courses of study. In their opinion, the total duration of school education should not be increased beyond eleven years. Secondary Education (the final phase of school education) should be limited to three years as at present; and should not be extended to four years. The future pattern should thus be 8 plus 3. If, on the other hand, the majority view of the Secondary Education Reform Committee, as well as the unanimous view of the Elementary Education Reform Committee were accepted, the future pattern should be 8 plus 4.

37. The case in favour of an extra year for Secondary Education has been mentioned already. It was needed on two separate grounds, applicable to two different types of pupils, viz., those pupils who (after completing Secondary Education), proceed to higher education and others who discontinue their studies thereafter and enter life and begin to earn their livelihood. In respect of the first type of pupils, it was needed because of the general opinion (endorsed by the Commission) that there has been a fall in the standard of attainment of pupils who seek admission to the University. In respect of the second type of pupils, an extra year was needed, because several of the diversified courses which the Commission had in view for them could not be taught with thoroughness and efficiency unless an extra year was made available.

38. This case for an extra year was opposed by the dissenting members on the following grounds :—

*First.*—The Secondary Education Commission's recommendations had already been reviewed by the Central Advisory Board of Education. At first, it took the view that the High School stage should be of three years' duration in some States and four years' duration in other States. In January 1955, the Board reconsidered its previous view and recommended that "The general educational pattern should be eight years of integrated elementary (basic) education; three years of secondary education; and three years of University education leading to the first degree." Hence, what is required by any State which seeks to conform to a common All-India pattern, is only a 11-year course. In other words, a change is called for only in those States where there is at present a 10-year course. There is no need for change in States like Madras where the total duration is already eleven years. In fact, if a change is made, it would constitute a deviation from the All-India pattern.

*Secondly.*—The level of academic attainment provided by the S.S.L.C. (Academic) course is sufficiently high. It does not require to be raised further. The proportion of pupils who complete the S.S.L.C. course and then proceed to colleges is relatively small. They should not be put to the expense of an extra year merely in order to facilitate the reorganization of University courses of studies.

*Thirdly.*—This State is a pioneer in the introduction of diversified courses. There is no need to increase the duration of these courses, by one more year. "What is aimed at by the provision of diversified courses is the fostering of vocational bias and not the attainment of vocational competence of a standard that would enable them to take up jobs straightaway".

*Fourthly.*—The resources of the State are limited. There is need for incurring large expenditure for several different purposes, as below :—

- (i) To expand Elementary Education as required by article 45 of the Constitution;
- (ii) to increase the pay of teachers in secondary schools as well as elementary schools;
- (iii) to provide more buildings and equipment for the existing courses; and
- (iv) to increase training facilities and remove deficiencies in training.

Adding one more year to Secondary Education is likely to increase the recurring cost of Secondary Education by nearly 50 per cent. It will not be possible to provide the funds required for this purpose, without diminishing the resources available for other requirements which are of a more urgent nature.

39. The Government were thus presented with a choice between two sharply opposed views, one proposing the change-over from the present 5 plus 3 plus 3 pattern to an 8 plus 4 pattern and the other proposing the change-over to an 8 + 3 pattern. The Government found themselves unable to accept the 8 plus 4 pattern, because they agreed with the minority view of the Secondary Education Reform Committee in holding that the total duration of school education should not be increased from eleven years to twelve. The Government found themselves unable to accept the 8 plus 3 pattern, because they agreed with the

majority view of the Secondary Education Reform Committee in holding that there was need for reorganizing the present 3-year S.S.L.C. courses as 4-year courses of Secondary Education. Thus, they were led to the conclusion that the present curricular pattern should be reorganized as a 7 plus 4 pattern; that is to say, there should be a 11-year schooling system consisting of one Integrated Elementary Education course of seven years, followed by four years of Secondary Education (with one Academic course and several diversified courses). Having come to this conclusion, they felt that it left them open to a criticism which (though not entirely valid) it was expedient to meet in advance. So they effected a modification, of which the result may be best summarised as a 7 plus 1 plus 3 pattern.

40. Changes in the courses of studies cannot be brought about all of a sudden. It is necessary not only to plan the new courses of studies, but to plan the change-over from the old courses of studies to the new courses of studies. Thus, a Transition Programme, extending over a number of years, is a necessary feature of any important reorganization scheme. The nature of the Transitional Programme depends on the nature of the changes which have to be put through. The Secondary Education Reform Committee has outlined a somewhat simple Transition Programme for the change-over from the present 3-year S.S.L.C. courses to 4-year Higher Secondary courses—it being assumed that this was altogether independent of such changes, if any, as may be made in Elementary Education. The Government have framed a somewhat more complicated Transition Programme for the simultaneous and co-ordinated change-over from the present Lower Elementary, Higher Elementary and S.S.L.C. courses of studies to the new courses of Elementary and Secondary Education on the 7 plus 1 plus 3 pattern.

41. The issues which have thus emerged for our consideration may be now formulated as below :—

*Issue I.*—Why did Government consider that the total duration of school education should be eleven years and should not be increased to twelve years. Do we accept this conclusion?

*Issue II.*—Why did Government consider it to be necessary that the present S.S.L.C. courses of three years should be reorganized as 4-year courses of Secondary Education? Do we accept this conclusion?

*Issue III.*—Assuming that it is decided that the total duration of school education should be eleven years, what exactly are the practical differences involved in adopting one rather than another of the three patterns 8 plus 3, 7 plus 4 and 7 plus 1 plus 3? Do we accept the conclusion of Government that 7 plus 1 plus 3 is the right pattern?

*Issue IV.*—Consistently with the pattern finally chosen, what is the correct Transition Programme? Do we accept the Transition Programme proposed by Government?

Our discussion of these issues will be found in succeeding sections. We may state straightaway that our answers to the questions are as follows :—

*Issue I.*—We agree that the total duration of school education should be eleven years and should not be increased to twelve years on a permanent basis. But we also consider it essential that, during the transition period, there should be 12-year schooling for a limited number of transitional batches of pupils.

*Issue II.*—We agree that the present S.S.L.C. course of three years should be reorganized as 4-year course of Secondary Education in the manner recommended by the Secondary Education Commission.

*Issue III.*—We agree that the choice lies between the 7 plus 4 pattern and the 7 plus 1 plus 3 pattern. In our opinion, the question should be left open at this stage and a final decision taken by 1959-60 on the basis of experience.

*Issue IV.*—We consider that the Transition Programme proposed by the Government calls for material changes. We have set out our own proposals regarding the Transition Programme.

#### SECTION IV—TOTAL DURATION OF SCHOOL EDUCATION.

42. We have carefully gone into the reasons which induced the Government to accept the minority view of the Secondary Education Reform Committee in preference to the majority view and hold that the total duration of school education should continue to be eleven years and should not be increased to twelve years. The reasons are explained below :—

(i) (a) The Secondary Education Commission was not really committed to 12-year schooling in all circumstances. It had definitely visualised the co-existence of two different patterns, viz., 4 plus 3 plus 4 as well as 5 plus 3 plus 4—that is to say, 11-year schooling

in some States and 12-year schooling in others. In those States where the total duration of School-education is only ten years at present (and this is approximately one-half of India) the Commission was satisfied that courses of studies covering eleven years would suffice to meet the requirements of the upgraded academic courses as well as the diversified courses it had in view. The Commission had indicated no good reason for thinking that the same 11-year course, if adopted by the other States, would fail to yield the same results.

(b) The Central Advisory Board of Education (which had adequate time to consider the recommendations of the Commission and the views expressed thereon in different States) has reached the conclusion that eleven years of schooling would be enough and should be regarded as the standard duration of schooling in India.

(c) At the time the Government reached their provisional conclusions and placed the White Paper before the Legislature, no Government of any State in India (which had a 11-year schooling system) was known to favour the change-over to a 12-year schooling system.

(ii) (a) The Secondary Education Reform Committee estimated the cost involved in implementing its recommendations. It reported that "the total non-recurring expenditure for improving existing schools and raising high schools to higher secondary schools and multipurpose schools will be approximately Rs. 14½ crores to be spread over a period of seven years". It is unlikely that this amount can be made available—even if it is spread over a period of ten years—without materially diminishing the resources available for extension of educational facilities at the same time. While Government were prepared readily to agree that the improvement of the quality and utility of Secondary Education was urgently necessary and that necessary funds should be made available for that purpose, the outlay proposed was disproportionately large. There was, therefore, need for very strict scrutiny of its necessity.

(b) Apart from increase of non-recurring expenditure, there was the further consideration of a permanent increase of the order of at least 40 per cent in the recurring annual expenditure. Such a commitment cannot be accepted lightly, since a large increase in recurring annual expenditure on elementary education was an unavoidable commitment under Article 45 of the Constitution.

(c) The greater part of the recurring expenditure on secondary schools is met by school fees paid by parents of pupils. The education of children entails other items of expenditure to be met by parents. For the large majority of parents, an extra year in school would cause a significant drain on their meagre resources. If they are to be called upon to accept this new burden, the Government should be able to convince the parents either that it is unavoidable or that it is manifestly to their advantage. It would not be possible to induce such a conviction if Government admit (as they are bound to) that the same result is secured in other States on the basis of 11-year schooling. As the pupils of this State are not less intelligent than in other States and as the parents are not less poor than in other States, it is impossible to maintain that they must have 12-year schooling in order to get the same education which other States manage to provide in eleven years.

43. These are weighty reasons. The conclusion based on these reasons cannot be assailed merely on the ground that the proposed increase of Secondary Education by one year will be compensated by the diminution of one year in College courses. For, the large majority of pupils who complete Secondary Education discontinue their studies thereafter. Any proposal for reorganization of Secondary Education should be justified primarily from their point of view.

44. The conclusion reached by the Government can be resisted only on the following grounds :—

The pattern accepted by the Central Board of Education of the Government of India requires the institution of 3-year degree courses in colleges; and a school system which is so organised that the pupils who complete school education can gain admission to the first year of the reorganized 3-year degree course. In States with a 10-year schooling system, the curricula and teaching arrangements are already so devised that pupils attain at the end of the tenth year, the same standard as at the end of the eleventh year in Madras. If an extra year is now added to schools in those other States, they can reach the standard attained at the end of the Pre-University course introduced this year in colleges. They will be, therefore, fit for admission to the first year of the new 3-year degree course. But this result cannot, obviously, be secured in schools of this State, until and unless the course of studies are changed from the first year onwards, so that the

tenth year at school in this State is equal in all respects to the tenth year at school in the other States. A far reaching reorganization of that kind will be a difficult process extending over a long time. But the reorganization of the degree course will come into existence next year as required by the Central Board of Education of the Government of India. If Madras desires to conform to the All-India pattern it should reorganize the present S.S.L.C. course, so as to incorporate the Pre-University course in it; and this cannot be done without adding an extra year.

45. The Government admit the force of these considerations, but still maintain that they do not prove that the permanent institution of a 12-year schooling system is necessary. Given the decision about reorganization of College courses, these considerations serve merely to establish the need for a transition period, during which a limited number of batches of pupils will have to undergo 12-year schooling. This they have accepted already. The Transition Programme detailed in the White Paper provides that these pupils who go through the old syllabuses of Elementary Education and Junior Secondary Education should complete 12-year schooling before they are declared eligible for admission to the first year of the reorganised 3-year degree course. The Government propose that, at the same time, the new syllabuses should be introduced in successive years, and the pupils who go through those courses should be enabled to complete in eleven years all the courses which the Transitional Batches would be completing in twelve years.

46. Reference should be made at this stage to a new development which has occurred since we began our examination of the White Paper. It is learnt that the Government of our neighbour States, Andhra, Travancore-Cochin and Mysore, have accepted 12-year schooling, and decided to make a start with the institution of new 4-year courses of Secondary Education, following eight years of Elementary Education. The consideration mentioned in sub-paragraph (i) (c) of paragraph 42 above is no longer valid.

47. The Government have informed us that they have noted this development and do not consider that they should make any change in the provisional conclusions already reached by them. Their reasons are as follows:—

(i) It does not appear that the Governments of these States have decided upon a planned programme for effecting a complete change-over within any particular period of time, from the 11-year schooling system to the 12-year schooling system. In these circumstances, they think the probable result would be the co-existence, for an indefinite period, of two different systems of schooling in the State. The Government do not consider it desirable to embark on a similar course.

(ii) The matter was discussed at a Regional Conference at Coimbatore where the representative of the Government of India made it clear that, if the Government of Madras effected their reorganization on the lines set out in the White Paper, it would conform to the All-India pattern and give effect to the proposals of reorganization which the Government of India had in mind.

(iii) The course which the Government of Madras propose to follow involves a planned effort of a sustained character to raise the level of education imparted in every year at school from the first to the eleventh. At the same time, it was designed to avoid committing the State to avoidable expenditure of a permanently recurring character. Such a course is no doubt more difficult than mere addition of an extra year. But the effort was worth making. It cannot do harm and it is bound to secure the best value in return for such expenditure on development as can be afforded now. If, happily, at some future date, it is proved by the experience of our neighbour States that a 12-year schooling system is financially feasible, this State can also adopt the system and thereby raise the level of attainments of pupils still further. The course of action proposed in this report will not stand in the way of such development.

48. In the light of this elucidation, we agree that the 11-year schooling system should be the basis of planning. Effect should be given to the recommendations of the Secondary Education Commission as well as of the Elementary Education Reform Committee, within the framework of a 11-year schooling system. While recognizing that a combined reorganization of the courses of studies both in Elementary Education and Secondary Education will be a difficult undertaking to carry through, we believe that the difficulties can be overcome by careful planning of a Transition Programme extending over the next ten years. We are of opinion that it is essential for the success of such a programme that it should make provision for 12-year schooling of a limited number of transitional batches of pupils. This point will be explained fully later in this report.



SECTION V—DURATION AND CONTENT OF SECONDARY EDUCATION  
AS REORGANIZED.

49. We have discussed among ourselves at great length the considerations which weighed with Government in accepting the view of the Secondary Education Reform Committee (in preference to the minority view) and holding that the present 3-year S.S.L.C. courses should be reorganized as 4-year courses of Secondary Education. We have satisfied ourselves that the conclusion is correct. The considerations which justify this conclusion are explained in this section.

50. The Government agree that this question has to be considered primarily from the point of view of the pupils who discontinue their studies of the Secondary Education. It follows that the important consideration is not so much the future of the Academic course as the future of the diversified courses. It is from this point of view that Government consider it important that Secondary Education should be re-planned on a 4-year basis.

51. This is especially important in respect of the Pre-Technological courses; among them, more particularly, the Engineering course. The need for technical and technological personnel of all grades has not been properly appreciated until very recently. National policy now envisages a sharp acceleration of the process of industrialization. The reorganization of diversified courses has to be planned with the aim of meeting the demand which is bound to grow steadily from year to year and from decade to decade.

52. It has been stated that "what is aimed at by the provision of diversified courses is the fostering of *vocational bias* and not the attainment of *vocational competence* of a student that would enable him to take up jobs straightaway." This may be historically correct as a statement of original intentions. But, even now, the courses have advanced beyond the point of merely "fostering a vocational bias." It is desirable that they should go further. So far as Basic Education is concerned, it will be recalled that the aim is to bring about such proficiency in a Basic Craft as would enable the pupil to earn his living by it. The limited aim of inducing the necessary bias will be completed during the middle phase of school education. At the final phase, the general aim should be to provide a *significant measure of pre-vocational preparation which would be equivalent to at least one year of apprenticeship* to skilled industrial employment or other vocation. Pupils will not take to diversified courses in sufficiently large numbers (as they should) unless this requirement is fulfilled. There is need for more adequate time in order to assure the adequacy of pre-vocational preparation.

53. It has been explained in our earlier section how cuts have been made in the time allotted for the study of languages as well as general science, in order to find the time required for pre-vocational subjects of the diversified courses. The effect of these cuts is to diminish the academic content of the education imparted to these pupils as compared with pupils who take the academic course. If more time is provided, these cuts can be removed and the level of academic attainment of the pupils who take to diversified courses can be raised to parity with that of pupils who take the present S.S.L.C. (Academic) course.

54. The foregoing consideration is especially important from the point of view of securing that the pupils who take to pre-technological courses are made eligible for degree courses in technical and technological colleges, viz., the pre-professional course. Unless such eligibility is safeguarded, pupils who aspire for higher education will be deterred from taking to pre-technological courses in schools.

55. The Engineering course is perhaps the most important among the pre-technological courses. It is, at present, uncorrelated to the courses in Polytechnics. It is necessary that precise correlation should be established. It should be made possible for pupils who complete the S.S.L.C. (Engineering) courses, not only to gain preferential admission to the Polytechnics, but also to skip the first year of the 3-year course and gain admission to the second year. In other words, the technical content of this diversified course should be equatable to the first year of the Polytechnic.

56. The fulfilment of this requirement is very important because every Polytechnic can train three pupils on a 2-year course with the same staff, buildings and equipment which are needed for training two pupils on a 3-year course. A 50 per cent increase of the annual output of every Polytechnic will be the ultimate result of organizing pre-vocational preparation in schools.

It should be added, by way of clarification, that it is not suggested that the numbers of pupils taking the S.S.L.C. (Engineering) course should be limited to the capacity of Polytechnics and professional colleges to train them further. Even without any further training these pupils who complete the school course will prove their value as employees in industry. The courses should be designed with reference to this consideration also.

57. The case for reorganization on a 4-year basis has been stated so far only in relation to the diversified courses. The need for such reorganization is also clear in relation to the Academic course. It was possible to entertain doubts on this point, so long as the extent of upgrading involved in the recommendation of the Secondary Education Commission remained unspecified. With the introduction of the Pre-University course in colleges, there is no longer any room for uncertainty. If Madras is to conform to all-India pattern it is necessary to upgrade the S.S.L.C. (Academic) course with the definite objective of bringing the pupils up to the standard of the Pre-University course. *There can be no doubt whatever that this result cannot be secured unless the course is so planned that it would be taught by graduate-trained teachers for four years continuously.* This is the essence of the distinction between a 3-year course of Secondary Education and a 4-year course of Secondary Education.

58. We now proceed to formulate, in precise terms, our conclusions in respect of the courses of study of Secondary Education after giving effect to the recommendations of the Secondary Education Commission. We assume that all secondary schools will increase school-time from 180 school days (or 900 school-hours) to 200 school days (or 1,000 school-hours) per annum as unanimously recommended by the Secondary Education Reform Committee. Our conclusions are as follows:—

(i) *Duration of new courses of Secondary Education.*—They should be designed for 4,000 school-hours and provided during the last four of the 11-year schooling system—that is to say, in Standards VIII to XI.

(ii) *The new 4-year Academic course—Basis and objectives.*—There is at present an S.S.L.C. (Academic) course designed for 2,700 school-hours. The main objective of this course is to impart academic knowledge of languages, Mathematics and Sciences and Social Studies up to a level, which the Madras University recognise as qualifying for admission to the Pre-University course.

This course should be the basis for formulation of a new course designed for 4,000 school-hours. The main objective of the new course should be to impart academic knowledge of languages, Mathematics and Sciences and Social Studies up to a higher level, which the Madras University may recognize as equivalent to that of pupils who complete the Pre-University course, and as qualifying for admission to the first year of the new 3-year (B.A./B.Sc.) degree courses which will be introduced in colleges next year.

(iii) *The new 4-year Diversified courses—Basis and objectives.*—There are at present six S.S.L.C. courses other than the Academic course. All of them are Diversified courses. Three of them are Pre-Technological courses. Each of them has a two-fold objective. The objective is, in part, to impart academic knowledge in the subject of the Academic course; subject, however, to such abridgment as may be necessary to secure the second part of the objective. The second part of the objective is to prepare the pupil for earning his livelihood through skilled industrial employment or the practice of some other vocation.

Each of these courses (which is at present designed for 2,700 school-hours) should be taken as the basis for formulation of a new 4-year Diversified course designed for 4,000 school-hours. The new course should have the same two-fold objective as the old course; but the extra time available should be made use of for two purposes. One is to raise the level of academic knowledge imparted by such course so that it does not fall short of the level at present attained at the end of the S.S.L.C. (Academic) course. In particular, the level of scientific knowledge imparted by the pre-technological course should be such as the Madras University may recognize as qualifying for admission to the pre-professional course to be introduced in professional colleges next year. The other purpose is to enable the pupil to acquire a significant measure of pre-vocational preparation which would be equivalent to at least one year of apprenticeship to skilled industrial employment or other vocation. In practice, the level of attainment at the end of the new Engineering course should be equatable to that reached at the end of the first year of the present 3-year course in Polytechnic.

It has been stated in the White Paper that Expert Committees are to be appointed in order to draft the new syllabuses for these courses. The technical details of the constitution of syllabuses must, necessarily, be left to them. We recommend that the terms of reference to these Committees regarding the basis of formulation and objectives of the new courses of studies should be laid down in the manner specified in paragraph 58 above.

We should mention in passing, that it has been brought to our notice that the S.S.L.C. (Teaching Practice) Course, which is one of the diversified courses at present in force, is not working satisfactorily. The view has been expressed that Teaching Practice is not a suitable subject for a diversified course. We suggest that this should be examined by an appropriate Expert Committee and if it takes the view that the course may be unsuccessful even after reorganization, it may be dropped.

## SECTION VI—STUDY OF LANGUAGES.

59. It is convenient, at this stage of review of changes required in the course of studies, that we should refer to the important question of languages—in particular, the relative position of the mother-tongue, English and Hindi. So far as the mother-tongue is concerned, there is no surviving problem in schools. Its use as the medium of instruction has long since passed the experimental stage. The change-over from English has been accomplished successfully, and the beneficial effect of the change is reflected in the definitely higher level attained by pupils in their capacity for self-expression in the mother-tongue. The provision is also adequate.

60. The continued use of English as the medium of instruction in colleges is a question which we shall not discuss, as it is outside the scope of school-education which we are considering. There is, however, a close relationship between this question and the position of English in schools. We observe that the Government have stated to the Official Language Commission that their policy in this respect is to be settled shortly as soon as the report of an Expert Committee set up for that purpose is received. Meanwhile, the present indications are that a distinction may be made within the field of higher education, between scientific and professional education and the 'Humanities'. On the basis of this distinction, it is expected that active steps would be taken to bring about an early change in the medium of instruction in the colleges so far as the 'humanities' are concerned; while English will continue to be used as the medium of instruction in colleges, without change at any rate until 1965.

61. The complete change-over from English to the mother-tongue is evidently going to take time. Even when the medium of instruction is changed, there will be continuing need for an adequate knowledge of English for acquiring scientific, technical and other professional knowledge.

These considerations point to the need for taking suitable measures for improving the teaching of English in schools. The level of attainment in English has been definitely falling in recent years. This fall should be arrested; and, if possible, reversed. We shall not go into the details of the various measures which may be adopted for this purpose. It is sufficient in this context to observe—

*First.*—That the present status of English as a compulsory language in secondary schools, in the Junior Secondary course and the S.S.L.C. (Academic) course should be continued unchanged when this course is reorganized as a 4-year course.

*Secondly.*—The recommendation of the Elementary Education Reform Committee that English should be taught as a compulsory language in the Higher Elementary course of studies should be implemented, and the change should be incorporated in the Integrated course of Elementary Education. We are glad to learn that the need for a realistic approach to the study of English was stressed by the Prime Minister and discussed at the All-India Conference of Education Ministers held recently at Delhi and received practically unanimous acceptance.

62. It has been suggested to us that it would be an advantage—especially for pupils of the educationally backward classes—that they should get acquainted even during the Fifth standard with the English alphabet and also a few of the most familiar English words with the aid of picture books. We endorse this suggestion and recommend that the Integrated course of Elementary Education may contain suitable provision to this effect, and that a diglott picture book might be prescribed for the purpose.

63. As regards Hindi, the general policy of Government has been clearly stated in the memorandum furnished by the Government to the Official Language Commission, extracts from which are included in the White Paper as Memorandum No. V. We are in general agreement with this policy. Consistently with this policy, we have a few recommendations to make:—

(i) The fact that Hindi is referred to as an optional Third Language while English is referred to as a compulsory Second Language has given rise to adverse comment. At this reorganization of the courses of study of Secondary Education, it will be desirable to group together the study of all languages as one subject and divide the subject into three parts as below:—

*Languages—Part I.*—Regional language.

*Languages—Part II.*—Hindi or any other Indian language not included in Part I.

*Languages—Part III.*—English or any other non-Indian language.

(ii) It should be compulsory for every pupil who chooses the new 4-year Academic course of Secondary Education, that he should study three different languages and offer them for public examination. (It will be noted that the formula is designed so as not to 'impose' either Hindi or English on any pupil.)

(iii) At present Hindi is taught in secondary schools during six years. We consider it to be sufficient that it is taught during four years, as part of the new courses of Secondary Education in new Standards VIII to XI. It may be omitted from new Standards VI and VII.

Our reasons for this proposal are as follows :—

(a) Under our proposal, much more time can be made available in four years, than is provided at present in six. The subject will also be studied much more seriously than at present, since it will have to be offered for the public examination. It is, therefore, possible to spare the time and money now devoted to its teaching in the sixth and seventh year and divert them to better use.

(b) The Elementary Education Reform Committee has recommended the removal of existing differences between the parallel courses of studies in higher elementary schools and secondary schools. We endorse this recommendation. But that Committee has stipulated that Hindi should not be introduced in higher elementary schools. If there is to be integration, there should be Hindi (at that level) in both types of schools or neither. We choose the latter course.

(c) It is necessary to improve the teaching of English. The fulfilment of this requirement will be hampered, if pupils are called upon to learn two new languages (in addition to the mother-tongue) in the same year. The introduction of new languages should be phased. Our proposal will secure this result.

64. We recommend that it should be a direction to the Expert Committee which will draft the new syllabuses that provision should be made for the study of languages in conformity with the proposals we have made in this Section.

#### SECTION VII—REORGANIZATION OF ELEMENTARY EDUCATION AND THE COURSES OF STUDIES IN THE VIII STANDARD.

65. So far we have reached two firm conclusions regarding the future pattern of school education :—

I. The total duration of school education should be eleven years.

II. The last four years should constitute the new Secondary Education.

It would normally follow from these two conclusions that the first seven years should constitute the new Elementary Education. That was, indeed, the conclusion initially reached by the Government. On that basis, the resulting pattern of school education would be 7 plus 4.

66. Apart from reorganization of Secondary Education, what else is involved in the change-over from 5 plus 3 plus 3 to 7 plus 4? There will be two other changes :—

*First.*—As recommended by the Elementary Education Reform Committee, the differences between the Junior Secondary course and the Higher Elementary course should be removed. There should be one course only; and since it will be a natural continuation of the Lower Elementary Course—without a break and bifurcation after the fifth year—the new course will be a single integrated course, replacing three separate courses.

*Secondly.*—This course has to be compressed from 8 years into 7, without any loss of content or lowering the level of attainment.

67. The unification of three courses, viz., the Junior Secondary course, the Higher Elementary course and the Lower Elementary course will present no difficulty. They are already very closely approximated to one another. And our suggestion that Hindi should be taken out of this course will make it easier to unify. But the process of integration will not be complete until the existing differences between Basic Education and non-Basic Education are also removed. This will be a much more difficult process. It will involve a large scale programme of training for Elementary teachers, and the provision of buildings, lands, and craft equipment. We would express the hope that such a programme will be carried out and the integration of Basic and non-Basic Elementary Education completed within the next ten years. For, that is the transition period which we have in view for the general reorganization of all other courses of studies at present in force.

68. The second main change involved in the reorganization of Elementary Education is "compression". We are satisfied that it will be possible to frame workable syllabuses which will compress the present 8-year course into seven years. It will be necessary to secure that this compression is spread out evenly. It should be arranged that the pupils achieve a somewhat higher standard than at present during every year, so that the cumulative result of the upgrading of standards over seven years would be to raise the level of attainments in academic subjects to approximate parity with that now attained at the end of the Third Form in high schools. We do not wish to be understood as stipulating that there should be mathematical exactitude in this respect. If the Expert Committees which will frame the syllabuses find it to be necessary, it should be open to them to distribute, the necessary upgrading over all the eleven years. So long as the ultimate objectives which we have defined for the new courses of Secondary Education are secured, the precise level to be reached at the stage of admission to the first year of the new courses of Secondary Education need not be specified beforehand.

69. One reason for our belief in the possibility of successful compression is the fact already mentioned that many other States achieve in ten years what we do in eleven years. But it rests also on the following considerations:—

(i) It is known that there is a fair amount of time which is at present being spent purposelessly, in the lower levels of elementary schools. The elementary schools of Travancore-Cochin State are able to educate their pupils no less successfully than in this State with only half the time devoted to actual class instruction in the first four standards.

The existence of utilizable margin is otherwise also demonstrated by the fact that basic schools are able to find time for a very large amount of craft work and other activities.

(ii) It has been proposed (and we have endorsed the proposal) that the number of working days should be increased in all secondary schools. The total working time in new standards VI to XI will be increased from 5,400 school-hours to 6,000 school-hours—that is to say, by 11 per cent.

(iii) It is likely that a review of the working of existing syllabuses (which were settled under the Reorganization Scheme of 1948) will show that there is a certain amount of repetitive treatment of some subjects. When the syllabuses of each subject are reviewed as a whole, for the entire school course, the Expert Committees are likely to find scope for cutting out waste and effecting rationalization.

70. In the ordinary way, discussion of reorganization of Elementary Education should end at this point. For the conclusion has been reached that a 7 plus 4 pattern is both desirable and feasible. But, Government have proceeded to formulate yet another pattern. They have anticipated possible objections which might be taken to the 7 plus 4 pattern and have proposed modifications therein which (as we have mentioned already) may be best summarized as constituting a 7 plus 1 plus 3 pattern. The intentions of Government in making this proposal will be clear from the following extract from the White Paper:—

"When this solution (i.e., the 7 plus 4 pattern) was explained to the Central Advisory Board of Education at New Delhi, it was generally agreed that it was technically sound. But the point was raised that a 7-year course of Elementary Education would be inconsistent with Article 45 of the Constitution which requires that 'The State should endeavour to provide, within a period of ten years from the commencement of this Constitution for free and compulsory education for all children until they complete the age of fourteen years.' This is not, however, an insuperable difficulty. Article 45 is not a statutory definition of Elementary Education. It constitutes no bar to settling the duration of Elementary Education with reference, purely, to educational considerations. If the proposed change is accepted it would only follow that the endeavour to provide free and compulsory education which the State is called upon to undertake should not stop short of Elementary Education but should be continued beyond it, until the completion of the fourteenth year of age. Another objection to the change proposed has been raised on the more practical ground that it would entail diminution by one year of education at present provided for a large number of children in rural areas. It is true that the proposed reduction will not be effected forthwith; it is also fully intended that before it is effected, the standard of education imparted in elementary schools should be raised in such a way that the 7-year course would cover the same ground as in eight years at present. Government feel, however, that this is not a complete answer to the objection. There should be no room left for any feeling that existing facilities are being curtailed. It is necessary, therefore, to provide that the change-over from the present pattern of 8 plus 3 years to a new pattern of 7 plus 4 years should be operative only in respect of those who follow up their Elementary Education by a course of Secondary Education. In these cases where children discontinue

their studies after Elementary Education, the 7-year course should be completed by a special 8-year course to be known as the Higher Elementary School Final Course—which should be specially designed to round off their education and prepare them for life. Thus, it should be made possible—

(i) to re-plan Secondary Education as a 4-year course with the significant improvement in standards;

(ii) to limit the total duration of schooling to eleven years, as at present; and

(iii) to avoid a reduction in the total duration of schooling for children who end their studies in higher elementary schools.”

71. The modified pattern thus proposed may be described as 7 plus 1 plus 3, because the eighth standard is expected to serve two different purposes—one as the final year of Elementary Education and the other as the initial year of Secondary Education. Though this is undoubtedly a complication (as compared with the simplicity of 7 plus 4), it is not unprecedented. In fact, it involves a partial continuation of the present system. It will be recalled that, at present, the sixth, seventh and eighth years of school education serve a double purpose—they constitute the higher elementary phase of Elementary Education and they also constitute the junior secondary phase of Secondary Education. The 7 plus 1 plus 3 pattern now proposed means simply this: This middle phase serving a double purpose is not to be abolished altogether, it is to be contracted from 3 years to 1; the other two years being integrated and added on to the primary phase so as to form the integrated 7-year course.

72. Conceptually, therefore, the proposal is in order. But is it justified on merits? Would it not raise more problems than it seeks to solve? We have put to ourselves the following questions:—

*First.*—Whether there is any real need for continuing to maintain a new eighth standard in higher elementary schools, once it is decided that Secondary Education should be a 4-year course in a system of 11-year schooling.

*Secondly.*—If such a course is maintained should it be different from the first year of all or any of the new 4-year secondary courses? If so, why, and what should be the nature of the differences? and

*Thirdly.*—Assuming that a distinctive course is possible and is also provided, would it be satisfactory to leave it as a blind alley without providing access to Secondary Education for pupils who complete such a course?

73. The Board of Secondary Education which considered the White Paper took the view that the continued maintenance of an eighth year in the higher elementary schools is necessary; that a distinctive Higher Elementary School Final course will serve no purpose; and that the curriculum of the new eighth standard should be exactly the same in higher elementary schools and should be taught by teachers having identical qualifications; and that there should be direct access from the new eighth standard in higher elementary schools to the new ninth standard in secondary schools. We spent a great deal of time examining these questions in detail.

74. In our opinion, it is not entirely free from doubt whether the cost of continuing to maintain the eighth year in all higher elementary schools (not only those which existed already; but others which will come into existence hereafter) will be commensurate with the advantages likely to be gained thereby after the reorganization of Secondary Education is given effect to. The resources of the State, as well as of parents of pupils in rural areas, might be better devoted to the provision of good Secondary Education to bright pupils and give them assured access to higher education as far as they can benefit than to add an extra year of Elementary Education to a much larger number—good, bad and indifferent pupils.

75. We are satisfied that the stipulation regarding absolute identity of curriculum is impracticable so far at any rate as the new 4-year academic course is concerned. This is so for the simple reason that a graduate-trained class teacher is an indispensable requirement for the first year of that course. It is not possible for Government to undertake that they can be provided for every higher elementary school—present and prospective. We should mention here that a proposal is already under consideration for providing those higher elementary schools which may be converted into model basic schools, with graduate-trained headmasters. To whatever extent it may be found possible to allot funds for this purpose, the appointment of graduate-trained headmasters would be a most welcome and beneficial change. It does not follow that we can plan on the basis that all higher elementary schools will be manned, at any foreseeable time, exclusively by graduate-

Headmasters. If, therefore, there is to be identity of curriculum between higher elementary schools and secondary schools, it can only be in terms of one (or some) of the Diversified courses for which the provision of a graduate-trained teacher in the first year of the 4-year course may not be absolutely necessary. Whether or not such a course is possible is a matter on which a definite conclusion cannot be reached until the Expert Committees start revising the syllabuses.

76. Experience of past development of the Higher Elementary course as well as Basic Education clearly shows that a "Blind alley" course cannot be long maintained as such. Access to Secondary Education must be provided. It should be easy to provide this if, as suggested earlier, the course can be designed as the first year of one or some of the new Diversified courses.

77. We have so far taken no account of Basic Education in this context. It is possible that when a programme of integration of Basic and Non-Basic Education is worked out, this course may turn out to be the final year of Basic Education.

78. The upshot of our review of all aspects of this problem is the conclusion that the choice between the 7 plus 4 pattern and the 7 plus 1 plus 3 pattern should be left open at this stage. It is fortunately possible to postpone decision. Later in this report, we shall outline our views on the Transition Programme required for implementing the Reorganization Scheme. In that programme, we stipulate the continued maintenance of the present eighth standard in all the higher secondary schools of the State during the next five years. The Transition Programme is so framed that the occasion for a decision whether to abolish the present eighth standard in higher elementary schools altogether without replacement or to replace it with a new eighth standard will arise only five years hence. By that time, the new syllabuses will have been framed and experience gained in working them. We advise that a review should be made during the year 1959-60 and a final decision taken on all questions relating to the future of the eighth standard in higher elementary schools.

79. In order to avoid misunderstanding we should explain that though there is to be an integrated 7-year course of Elementary Education, we do not visualize any change in existing institutional arrangements—whereby the first five years of the school education are provided in primary schools. Some of us would like that the last three years of the 7-year course should be provided in secondary schools or higher secondary schools by fully qualified teachers and this 3-year period should not be broken up between two different schools. There is, of course, no bar to pupils changing over voluntarily from the primary school to the higher elementary or secondary schools after the fourth standard. But they cannot be compelled to do so. Nor can the institutional provision be reduced.

We think the real solution of this particular problem is to secure that the fifth standard is manned by fully qualified and experienced teachers in all primary schools and the efficiency of teaching in these schools is improved.

80. In concluding this review of problems relating to the reorganization of Elementary Education, we should refer to the question of regulation of school-age. The Government have proposed in the White Paper that the minimum age for admission to the first standard should be raised by about six months. They have suggested the working rule "that the child should have completed five years of age on the Republic Day (26th January) immediately preceding admission to the first standard of the Elementary School Courses". This proposal has been made because the All-India pattern for the reorganization of University Education visualizes admission to the new 3-year degree courses being regulated on the basis of a minimum age of 17 plus. Consistently with this requirement, the Secondary Education Reform Committee proposed that the age of admission to the middle schools or senior Basic schools should be 10 plus. This was on the assumption that the primary phase would last five years and school education beyond the primary phase would cover seven years. Since the Government took the view that the total duration should not be increased from eleven years, it was necessary that the minimum age for admission to the first standard should be 6 plus if the age on completion of Secondary Education is to be 17 plus. But Government expect there would be opposition to raising the school age from 5 to 6; and, as a compromise, suggested 5½.

81. After careful consideration we think that it is unnecessary to make this change. Our reasons are given below:—

(i) We should either leave the minimum age as it is or raise it by one year. The compromise proposed by Government is neither here nor there.

(ii) Notwithstanding that the minimum age for admission is 5, we understand that a large proportion of the pupils who are now admitted to the first standard are, in fact,

6 plus; and that, as a result of detentions at one stage or other, in the course of eleven years, the relative proportion of under-aged pupils who complete school education is, in fact, very small. If (by stricter enforcement of existing age regulations) it is secured that no one completes school education before 16 plus, we feel that the University should be satisfied. (The present minimum age for admission to colleges is 14½.)

(iii) The merits of the Government's proposal are arguable both ways from the point of view of educationists. We note that the proposal has attracted a considerable amount of adverse comment both in the Legislature and in the press. Rightly or wrongly, there is a sentiment attached to the traditional conception of putting the child to school when it is five years old. We do not think that the advantages likely to be secured by altering the prescribed minimum age are sufficiently substantial to justify a change which runs counter to popular sentiments.

(iv) A different view might have been possible if facilities for pre-primary education can be made available in every primary school. This is unlikely, however, to be financially feasible for a long time.

82. We conclude that the minimum age should continue to be 5 plus as at present. Incidentally, we should mention here that, for purposes of enforcement of compulsion, as distinguished from voluntary admission, the minimum age is not 5 plus; but 6 plus. That too, in our opinion, should continue unchanged.

83. We have, at an earlier stage, referred to the various defects in the enforcement of age regulations. We recommend that such effort as might be practicable should be made in order to remove those difficulties.

*First.*—The possibility of effecting a check-up and reconciliation between the age recorded in the primary school register and entered in the Public Register of Births, should be considered. Such a check up (if possible) should be made without entailing any expense to parents.

*Secondly.*—A reference date should be fixed for reckoning age for purposes of admission to schools. We suggest the 1st July as the date of reference. At present, there is a heavy bulge in the enrolment figures of the first standard which is caused mainly by the fact that admissions are made more than once without a common reference date. This practice should be stopped. If this is done, the bulge will gradually get reduced and ultimately disappear.

*Thirdly.*—First admissions are made directly to higher standards (usually after private study) without enforcing the correspondingly higher minimum age. This practice should be changed and a minimum age should be enforced for each higher standard correlated to 5 plus at the first standard.

#### SECTION VIII—TRANSITION PROGRAMME.

84. The Secondary Education Reform Committee proposed that the change-over to the new pattern of Secondary Education should be brought about by a phased programme of conversion of high schools into higher secondary schools as follows:—

“ A beginning should be made to start converting to higher secondary schools from the academic year 1957–58. In the beginning, about 50 schools may be converted into higher secondary schools and progressively the number can be increased from year to year, thus: 1957–58—50, 1958–59—75; 1959–60—100; 1960–61 and subsequent years at least 100 schools every year.” The Committee did not specify any definite period for the completion of the change; but it is to be gathered from their references to the transitional nature of the Pre-University course as well as to the period of time to which their estimates of cost related that they had in mind a period of seven or eight years.”

85. The Government proposed a different transition programme. The main features of this programme were as follows:—

*First.*—It was to be a combined programme of change-over in the courses of studies both in Elementary Education and Secondary Education.

*Secondly.*—It was so designed that the high schools should not be called upon to provide accommodation for more than six school years in a year. That is to say, the compression of Elementary Education by one year is to be synchronized with the extension of Secondary Education by one year. Such synchronization is necessary in order to secure that the change over was not impeded by inability to find funds for increased accommodation.

*Thirdly.*—It was thought that some schools should not be distinguished from others and that the change should be begun and completed in all schools in the same year.



86. The following extracts from the White Paper will show the transition programme as proposed by the Government :—

*Preparatory year (1956-57).*—Planning and preparation have to be completed. No change to be made in the existing courses of study in any school.

*First year of reorganization (1957-58).*—Revised courses of study to be introduced in standard I of primary schools and Forms I to III of high schools (and equivalent standards or grades in the schools). Old standard I to become new standard I. Old Forms II and III to become new standards VI and VII. Old Form I to be replaced by an *ad hoc* “ Post-Primary Course ” as a transitional arrangement with a purpose similar to that of the “ Pre-University Course ” in colleges.

No change in existing courses of study in standards II to V of primary schools or Forms IV to VI of High schools.

*Second year of reorganization (1958-59).*—Revised courses of study to continue as in 1957-58 and to be newly introduced in standard II of primary schools and Form IV of High schools. Old standard II to become new standard II. Old Form IV to become new standard VIII.

No change in existing courses of study in standards III to V of primary schools and Forms V and VI of High schools.

*Third year of reorganization (1959-60).*—Revised courses of study to continue as in 1958-59 and to be newly introduced in standard III of primary schools and Form V of High schools. Old standard III to become new standard III; and old Form V to become new standard IX. No change in existing courses of study in standards IV and V and Form VI of High schools.

*Fourth year of reorganization (1960-61).*—Revised courses of study to continue as in 1959-60 and to be newly introduced in standard IV of primary schools and Form VI of High schools. Old standard III to become new standard III; and old Form V to become new standard X. No change in existing courses of study in standard V of primary schools.

*Final year of reorganization (1961-62).*—Revised courses of study to continue as in 1960-61 and to be newly introduced in standard V in all primary schools. Old standard V to become new standard V. An extra year to be added to Secondary Education, with the institution of new standard XI in all the High schools. At the same time, the “ Post-Primary Course ” introduced in all High schools as an *ad hoc* arrangement during the year 1957-58 is to be dropped. The transition will then be completed.

The reorganized courses of studies should be in full working order during 1962-63. That will be the first year when pupils will pass from new standard V to new standard VI without going through a “ Post-Primary Course ”; and pupils will pass from new standard XI to the first year of the reorganized degree courses in colleges without passing through a “ Pre-University Course ”.

87. The Government's programme, as mentioned already, entails the result that a certain number of batches of pupils will be required to put in twelve years of schooling before completing the new standard XI. In order to obviate this result, the Board of Secondary Education has suggested that “ The syllabus should be introduced simultaneously in standard I and standard VI. The year 1956-57 will be the year of preparation when syllabuses will be prepared and text books written. The syllabuses can be introduced in 1957-58 ”. We have carefully examined this suggestion and are unable to accept it. In our opinion, the difference between the syllabuses is likely to be considerable at the sixth standard level. The pupils will find great difficulty in mastering the new syllabuses and attaining a pre-University standard in new standard XI. The course proposed entails a risk of breakdown of the transition programme. The risk should not be taken.

88. It is, in our opinion, an unavoidable feature of the transition that transitional batches should have twelve years' schooling. We cannot agree that there is any very serious hardship in this, seeing that these 12-year schooling will take the place of the present 11-year schooling as well as the present pre-University course. In any case, those pupils who have objections will be able to take the old courses in schools which (as we shall indicate presently) will continue to offer them for some years. We are satisfied, therefore, that the transition programme should make provision for 12-year schooling for a few batches.

We suggest, however, a slight modification in the Government Programme which would limit the number of such transitional batches to five.

89. In our opinion, the most important among the changes required to be made in the transition programme proposed by Government relates to the conception of simultaneous change. Desirable as this may be in principle, we think, it is too risky in practice and should not be attempted. The reorganization of the courses of studies of Elementary Education can be taken and completed simultaneously in all schools. But the reorganization of Secondary Education is a very different matter. In order to assure its success, a great deal of co-ordinated planning will be needed. In particular, it is very important that there should be a carefully planned teacher-training programme and efficient arrangements for its punctual fulfilment. Similarly, a programme should be framed for the efficient arrangements for the improvement and enlargement of laboratories and libraries. We are, therefore, clearly of the opinion that so far as Secondary Education is concerned, the transition will have to be spread over a much more extended period than is envisaged in the White Paper.

90. Our recommendations regarding the manner in which the transition should be carried out are set out below :—

I. The new syllabuses should be got ready before the end of the current year 1956-57.

II. The change-over from the present syllabuses to the new syllabuses in Elementary Education should be commenced in 1957-58 and completed in 1961-62. The change should be introduced, at two levels, in all primary schools simultaneously; and then extended upwards by one standard in each successive year. The integrated 7-year course should be in operation in all the new standards I to VII by 1961-62 in all schools of the State. This should be done not only in Elementary Schools but also Secondary Schools. Classes I to V or Forms I and II in Middle Schools as well as High Schools, should be replaced by New Standards I to VII.

III. The change-over from the present syllabuses to the new syllabuses in Secondary Education should be carried out during a more extended period, according to a phased programme framed as below :—

(a) The new syllabus should be introduced in the year 1958-59 in 25 per cent of all the High schools in the State. In that year the Fourth Form should be abolished and replaced by the new eighth standard in these schools. By 1959-60, the Fifth Form should be abolished and replaced by the new ninth standard. During 1960-61, the Sixth Form should be abolished and replaced by the new tenth standard. During 1961-62 the new eleventh standard should be introduced. At the end of that year the first batch of pupils will be turned out of these upgraded schools after completing the new Higher Secondary (Academic or Diversified) courses of four years.

(b) During 1959-60, another batch of High Schools (comprising about 10 per cent of all schools) should be similarly upgraded. The changeover for the second batch of High Schools should be completed at the end of 1962-63.

(c) Not less than 50 per cent of all High schools of the State should commence their upgrading during the Second Five-Year Plan period.

(d) By the end of the Third Five-Year Plan period (1965-66), 50 per cent of the schools should have already completed the change-over and all the remaining schools should have already commenced the change-over.

IV. The Pre-University course, already introduced in colleges during the current year (1956-57) should continue to be available in colleges up to 1965-66 and it should be abolished thereafter.

## PART III—DEVELOPMENT OF SCHOOL EDUCATION.

### SECTION I—PRELIMINARY REVIEW OF ENROLMENT AND EXPENDITURE.

1. *Enrolment in all educational institutions.*—The total number of pupils enrolled in all educational institutions of the (Residuary) Madras State on 1st March 1955 was 38·73 lakhs. This total was distributed among different types of institutions as below :—

Types of institutions. (1)	Number of pupils (in lakhs). (2)
Elementary Schools (i.e., Primary and Higher Elementary) ..	31·52
Secondary Schools (High Schools and Middle Schools) .. ..	5·52
<b>SCHOOLS FOR GENERAL EDUCATION</b> ..	<b>37·04</b>
Schools for Special Education .. .. .	0·73
Schools for Professional Education .. .. .	0·47
<b>ALL SCHOOLS</b> ..	<b>38·24</b>
Colleges for General Education .. .. .	0·39
Colleges for Professional and Special Education .. .. .	0·10
<b>ALL COLLEGES</b> ..	<b>0·49</b>
<b>ALL EDUCATIONAL INSTITUTIONS</b> ..	<b>38·73</b>

2. *Break-up of School—Enrolment by Standards.*—As the scope of this report is limited to schools for general education, we invite attention to the 37 lakhs of pupils enrolled in all the Elementary Schools and Secondary Schools of this State. These pupils were distributed among the 11 different school years (or Standards I to XI) as shown below :—

(i) **PRIMARY PHASE ENROLMENT—**

	Number in lakhs.
Standard I .. .. .	10·20
Standard II .. .. .	6·64
Standard III .. .. .	5·21
Standard IV .. .. .	4·04
Standard V .. .. .	3·54
<b>PRIMARY PHASE ENROLMENT</b> ..	<b>29·63</b>

(ii) **MIDDLE PHASE ENROLMENT—**

	Number in lakhs.
Standard VI .. .. .	2·09
Standard VII .. .. .	1·71
Standard VIII .. .. .	1·46
<b>MIDDLE PHASE ENROLMENT</b> ..	<b>5·26</b>

(iii) **FINAL PHASE ENROLMENT—**

	Number in lakhs.
Standard IX .. .. .	0·84
Standard X .. .. .	0·73
Standard XI .. .. .	0·58
<b>FINAL PHASE ENROLMENT</b> ..	<b>2·15</b>

3. *Enrolment rates.*—It is convenient for purposes of assessing and comparing the progress achieved in different States of India and different districts of this State as well as for defining the targets for future progress, that attention should be drawn to the relationship between the number of pupils enrolled in schools and the total population of the area served by these schools. Following the convention by which birth rates and death rates are computed as the average number of births and deaths per 1,000 people in the territory to which the rates relate, we may also define enrolment rates as the number of pupils enrolled per 1,000 people.

The population of the State has been estimated at 378 lakhs during 1954-55, when the enrolment in all Elementary and Secondary Schools was 37.04 lakhs. So, the enrolment rate of the State during 1954-55 (the number of pupils enrolled per 1,000 people) was 98.0. This rate may be broken up as 78.4 in the primary phase, 13.9 in the middle phase and 5.7 in the final phase of school education. The break-up by standards in each phase is shown below :—

## (i) PRIMARY PHASE ENROLMENT RATE—

	Standards.									Rate.
I	..	..	..	..	..	..	..	..	..	27.0
II	..	..	..	..	..	..	..	..	..	17.5
III	..	..	..	..	..	..	..	..	..	13.8
IV	..	..	..	..	..	..	..	..	..	10.7
V	..	..	..	..	..	..	..	..	..	9.4
PRIMARY PHASE ENROLMENT										78.4

## (ii) MIDDLE PHASE ENROLMENT RATE—

	Standards.									Rate.
VI	..	..	..	..	..	..	..	..	..	5.5
VII	..	..	..	..	..	..	..	..	..	4.5
VIII	..	..	..	..	..	..	..	..	..	3.9
MIDDLE PHASE ENROLMENT										13.9

## (iii) FINAL PHASE ENROLMENT RATE—

	Standards.									Rate.
IX	..	..	..	..	..	..	..	..	..	2.2
X	..	..	..	..	..	..	..	..	..	2.0
XI	..	..	..	..	..	..	..	..	..	1.5
FINAL PHASE ENROLMENT										5.7

4. *Enrolment rates—Madras compared with other States.*—The latest year for which comparative figures for enrolment are available for all States of India is 1953-54. As the pattern of school education varies from State to State, and the statistics are not broken down to individual school years, there is some difficulty in instituting strict comparison between different States.

The figures given below suffice, however, to give a broad picture of relative progress :—

Name of State.	Enrolment rate.		
	Primary phase.	Post primary phase.	Total.
(1)	(2)	(3)	(4)
MADRAS .. .. .	75.5	19.0	94.5
Travancore-Cochin .. .. .	137.3	42.5	179.8
Andhra .. .. .	77.6	15.8	93.4
Mysore .. .. .	58.9	4.8	63.7
Bombay .. .. .	77.9	25.9	103.8
Madhya Pradesh .. .. .	42.7	11.2	53.9
Punjab .. .. .	65.8	21.5	87.3
Uttar Pradesh .. .. .	42.2	12.5	54.7
Bihar .. .. .	35.8	8.6	44.4
West Bengal .. .. .	68.4	21.9	90.3
Orissa .. .. .	40.6	4.6	45.2
ALL-INDIA .. .. .	56.3	15.8	72.1

It may be noted that the enrolment rate of this State is distinctly higher than in the country as a whole. In relation to the general average of all States in India, this State has advanced 31 per cent further. But Travancore-Cochin and Bombay rank higher than this State. Travancore-Cochin stands head and shoulders above all other States.

5. *Expenditure (1954-55) and sources of funds.*—The total amount of expenditure incurred during 1954-55 on the maintenance and improvement of all educational institutions was Rs. 1,825 lakhs. This sum represents not merely the expenditure incurred by the State Government, but also the expenditure met from all other sources. The amounts derived from different sources are given below :—

Sources of fund.	Amount RUPEES IN LAKHS.
State Government .. .. .	1,016
Local Authority .. .. .	215
Central Government .. .. .	58
<b>PUBLIC FUNDS ..</b>	<b>1,289</b>
Fees paid by pupils .. .. .	347
Revenue from Educational Endowment and other sources ..	189
<b>PRIVATE FUNDS ..</b>	<b>536</b>

6. *Classification of expenditure.*—Out of Rs. 1,825 lakhs, a sum of Rs. 378 lakhs is classified as “indirect expenditure”. This includes Rs. 35 lakhs on the cost of departmental establishments maintained for direction and inspection of all the educational institutions; Rs. 162 lakhs on educational buildings; Rs. 145 lakhs on fee concessions, hostel charges, etc., and Rs. 36 lakhs on equipment and other miscellaneous items of expenditure. All other expenditure, viz., Rs. 1,447 lakhs was classified as “direct expenditure.” This included, however, a sum of Rs. 52 lakhs spent by Universities and Rs. 14 lakhs by the Board of Secondary Education. The balance, viz., Rs. 1,381 lakhs, represents *direct expenditure on the schools and colleges of the State.* The distribution of this total among different types of schools and colleges is shown below :—

Types of school or college. (1)	Direct expenditure	
	On schools. (2)	On colleges. (3)
	(RUPEES IN LAKHS).	(RUPEES AND ANNAS PER PUPIL).
Elementary Schools .. .. .	758	RS. A. P. 24 0 0
Secondary Schools .. .. .	407	73 11 0
<b>SCHOOLS FOR GENERAL EDUCATION ..</b>	<b>1,165</b>	<b>31 8 0</b>
Schools for Special Education .. ..	14	19 3 0
Schools for Professional Education .. ..	44	93 10 0
<b>ALL SCHOOLS ..</b>	<b>1,223</b>	<b>32 0 0</b>
Colleges for General Education .. ..	96	246 2 0
Colleges for Professional and Special Educa- tion.	62	620 0 0
<b>ALL COLLEGES ..</b>	<b>168</b>	<b>322 8 0</b>

7. *Annual cost per capita (1954-55).*—The total population of the State is estimated to have been 378 lakhs during 1954-55. If the figures of expenditure furnished above are divided by 378 lakhs, we get the average expenditure *per capita* in that year. During 1954-55, the cost of maintaining and improving all the educational institutions of the Madras State amounted to a sum of Rs. 4-13-0 *per capita*. The break-up of this amount, by sources of funds, as well as nature of expenditure is given below :—

EDUCATIONAL EXPENDITURE <i>per capita</i> (1954-55).			
Sources of funds. (1)	RS. A. P.	Nature of expenditure. (2)	RS. A. P.
State Government .. .. .	2 11 0	Indirect expenditure ..	1 0 0
Local authorities .. .. .	0 9 0	Universities and Board of Secondary Education.	0 3 0
Central Government .. .. .	0 2 0	Colleges for General Edu- cation.	0 4 0
<b>PUBLIC FUNDS ..</b>	<b>3 6 0</b>	Colleges for Professional and Special Education.	0 2 6
Fees paid by pupils .. .. .	0 15 0	Secondary Schools ..	1 1 0
Income from Education Endowments and other sources.	0 8 0	Elementary Schools ..	2 0 0
<b>PRIVATE FUNDS ..</b>	<b>1 7 0</b>		
<b>TOTAL ..</b>	<b>4 13 0</b>	<b>TOTAL ..</b>	<b>4 13 0</b>

8. *Annual cost per pupil and annual cost per capita (Primary Education and Post Primary School Education).*—Out of Rs. 3-1-0 *per capita*, spent on schools for general education, a sum of Rs. 2 *per capita* was spent on Elementary Schools; and a sum of Re. 1-1-0 *per capita* was spent on Secondary Schools. Expenditure on Elementary Schools is not the same thing as expenditure on Primary Education, that is to say on Standards I to V. In order to arrive at the latter it is necessary to deduct expenditure on Standards VI to VIII in Higher Elementary Schools and add the expenditure on Standards I to V in Secondary Schools. It may be roughly assumed that 2 annas *per capita* will be the net deduction on this account. Hence, the following break-up :—

	<i>Annual cost per capita.</i>		
	RS.	A.	P.
Primary Education (Standards I to V) .. ..	1	14	0
Post Primary School Education (Standards VI to XI).	1	3	0
	<hr/>		
General School Education (Standards I to XI) ..	3	1	0
	<hr/>		

9. *Rates of expenditure (comparison with other States).*—Here again the comparison has to be made for the earlier year 1953-54.

(i) The annual cost *per capita* on all educational institutions (including indirect expenditure) was Rs. 4-8-0 in this State during 1953-54. (It rose to Rs. 4-13-0 in 1954-55.) The corresponding rate during 1953-54 for all India was Rs. 3-14-0. Thus it will be seen that the rate of expenditure in this State was 16 per cent higher than that of all India. It will be recalled that the enrolment in this State is 31 per cent higher.

(ii) The total amount of educational expenditure which was met from public funds in this State was Rs. 3-3-0 *per capita*. The corresponding figure for all India was only Rs. 2-10-0. Private funds accounted for Re. 1-5-0 in this State as against Re. 1-4-0 in all India. The level of fee income *per capita* was the same in Madras as in all India, viz., As. 14. Thus it will be seen that the higher level of expenditure in this State is due almost wholly to the heavier burden borne by public funds.

(iii) The annual cost per pupil was Rs. 24 in respect of Elementary Schools and Rs. 74 in respect of Secondary Schools. The corresponding figures for all India were Rs. 22-4-0 and Rs. 65-13-0. There is wide variation among different States as shown below :—

<i>Name of the State.</i>	<i>Cost per pupil.</i>					
	<i>Elementary School.</i>			<i>Secondary School.</i>		
	RS.	A.	P.	RS.	A.	P.
Travancore-Cochin .. .. .	8	10	0	35	9	0
Andhra .. .. .	21	10	0	73	5	0
Mysore .. .. .	24	0	0	50	12	0
Bombay .. .. .	31	6	0	117	15	0
Madhya Pradesh .. .. .	25	4	0	50	1	0
Punjab .. .. .	23	12	0	48	14	0
Uttar Pradesh .. .. .	18	8	0	75	14	0
Bihar .. .. .	15	13	0	50	6	0
West Bengal .. .. .	16	11	0	66	13	0
Orissa .. .. .	14	4	0	65	0	0

It has been noted already that Travancore-Cochin and Bombay rank higher than this State in respect of progress of enrolment. It will be now seen that Bombay incurs a larger expenditure than this State on every pupil enrolled. Travancore-Cochin is outstanding among all States not only because of its progress in enrolment, but also because its average expenditure on each pupil is so much smaller. The amount spent in this State on educating one pupil in Secondary School suffices to educate two in Travancore-Cochin. The amount spent in this State on educating one pupil in elementary school almost suffices to educate three in that State. We understand that, quite recently, there has been a substantial increase in the pay of teachers in Travancore-Cochin. So, the annual cost per pupil must have increased correspondingly. Even so, the annual cost per pupil is likely to be smaller.

10. *Rate of progress since Independence.*—We may conclude this preliminary review of enrolment and expenditure by drawing attention to a few figures which show how, since India achieved independence, the progress of education has been sharply accelerated.

(i) The expenditure incurred by the Department of Education of the (Composite) Madras State Government (which is exclusive of expenditure on schools and colleges of professional education charged to other departments) was only Rs. 262 lakhs in 1938-39.

During 1947-48 (when the transfer of power took place) this had risen to Rs. 704 lakhs. Next year (1948-49) it had risen to Rs. 866 lakhs. Within the next four years (before the separation of Andhra) it had risen to Rs. 1,196 lakhs—an increase of 35 per cent. Expressed in terms of the revenue of the State, this expenditure amounted to 16 per cent of the revenue in 1938-39. The proportion had declined (during the war) to 14 per cent in 1947-48; it rose to 15 per cent in 1948-49 and 21 per cent in 1952-53. During 1954-55 (the first complete year after separation of Andhra) the expenditure was Rs. 919 lakhs—which was substantially in excess of the level reached in the entire composite State only 6 years earlier. The revised estimate of expenditure for 1955-56 exceeds the actuals of 1954-55 by no less than Rs. 137 lakhs. The Budget Estimate for 1956-57 exceeds the revised estimates for 1955-56 by Rs. 161 lakhs.

(ii) The annual cost per pupil in Elementary Schools was only Rs. 9 in 1933-34. It had risen to Rs. 18 in 1947-48, when the transfer of power took place. It has since risen to Rs. 24. This increase reflects the effect of successive increases in the pay scales of Elementary School teachers. Compared with this, the increase in the annual cost per pupil in Secondary Schools has been quite small. It was Rs. 51 in 1933-34 and Rs. 54 in 1947-48 and has since risen only to Rs. 74, the present level.

(iii) The number of teachers employed in Secondary Schools of (residuary) Madras State was 22,000 in 1953-54. It was substantially in excess of the number employed six years earlier in the undivided State, including Andhra. The number was only 18,000 in 1947-48.

(iv) The total number of pupils enrolled in all the Elementary Schools and Secondary Schools of this State was 35.3 lakhs in 1953-54. It rose to 37.0 lakhs in 1954-55. We understand the latest figure (1st March 1956) is 39.3 lakhs. Thus, the present position is that enrolment in schools is increasing at the rate of 2 lakhs per annum.

## SECTION II—ALLOCATION OF FUNDS FOR FURTHER DEVELOPMENT.

11. When the Government of Madras framed their proposals for the Second Five-Year Plan, they proposed to allocate Rs. 30 crores for the development of education. This was the additional expenditure to be incurred in five years over and above the level of expenditure already reached in 1955-56. There were prolonged discussions within the Government of India; and between the Government of India and the State Governments about the over-all size of the Second Five-Year Plan for all India, and the allocation to be made therein for the development of education. The upshot of these discussions was a drastic reduction in the size of allocations for education. The reduction was effected on an all-India basis and was applied to all States. The allocation in the Plan for Madras was cut down to Rs. 15 crores. This has to be reallocated among the different schemes of educational development.

12. The Government of Madras effected a reallocation on a provisional basis. Out of the reduced total of Rs. 15 crores we are concerned with the amount set apart for elementary (including Basic) schools and Secondary Schools as well as for Teacher-training Schools and Colleges. (The development of these schools and colleges is directly linked with the extension and improvement of Elementary and Secondary Education.) The total amount set apart for all the development schemes relating to these institutions is almost exactly Rs. 12 crores. The remaining Rs. 3 crores are set apart for College education (other than Teacher-training Colleges) and for Polytechnics and Industrial Schools, etc. The break-up of Rs. 12 crores referred to above is given below :—

	Expenditure (in lakhs).		
	Elementary Education.	Secondary Education.	Total.
<b>I. COST OF EXPANSION OF SCHOOL EDUCATION THROUGH INCREASED ENROLMENT—</b>			
A. Increase in number of teachers .. .. .	250	38	288
B. Free school meals .. .. .	200	..	200
<b>TOTAL EXPENDITURE ON EXPANSION ..</b>	<b>450</b>	<b>38</b>	<b>488</b>
<b>II. COST OF IMPROVEMENT OF SCHOOL EDUCATION—</b>			
A. Increase of pay of teachers .. .. .	276	46	322
B. Increase and improvement of teacher-training facilities.	124	74	198
C. Other improvement of school facilities .. .. .	51	121	172
D. Expansion of Inspectorate .. .. .	16	5	21
<b>TOTAL EXPENDITURE ON IMPROVEMENT ..</b>	<b>467</b>	<b>246</b>	<b>713</b>
<b>TOTAL EXPENDITURE ON DEVELOPMENT (EXPANSION AND IMPROVEMENT).</b>	<b>917</b>	<b>284</b>	<b>1,201</b>

13. The schemes to which the foregoing allocation relates had been drawn up before the Secondary Education Reform Committee had reported. That Committee, it will be recalled, had recommended a programme of which the non-recurring expenditure alone amounted to over Rs. 14 crores in seven years. With only Rs. 2·84 crores available for Secondary Education over a period of five years (of which the greater part had already been earmarked for purposes other than the reorganization proposed by the Committee) it was evident that there was a flat contradiction between the proposed programme and the resources available. Hence the compelling need, felt by the Government, for so modifying the reorganization proposals that it might be possible to give effect to them without having to incur large expenditure on buildings. Even so, there was the question whether the allocation for secondary education, was not unduly small.

14. Though over Rs. 9 crores was allocated to Elementary Education the greater part of it was reserved for increasing the pay of teachers and providing free school meals. The provision for expansion of Elementary Education had, therefore, to be cut down to a point at which the target for increase of enrolment was only 6 lakhs. We have noted already that enrolment is increasing, in the last two years, at the rate of 2 lakhs per annum. If these were to continue unchanged, there would be need for providing for increase of enrolment of the order of 10 lakhs in five years. Instead of further stimulating the rate of increase (as might be expected of any Development Programme and as is required by Article 45 of the Constitution) the revised allocation for the Second Five-Year Plan period actually calls for some retardation of the present rate of increase. In these circumstances, is the allocation proposed satisfactory? If not, is there any other allocation which could provide better satisfaction?

15. The foregoing difficulties (serious as they are) are overshadowed by a third—which is of far-reaching importance. In response to a widespread demand, provision is made for increasing the pay of teachers. As recommended by the Elementary Education Reform Committee, provision is also made for free school meals in Elementary Schools. As a result of these provisions, the cost-per-pupil will be increased. The State is under an obligation to provide Elementary Education free of charge until all children of school-age are enrolled. What will be the level of recurring annual expenditure if (as is obviously intended by the provision of free school meals) enrolment is rapidly stimulated? Can that level of annual expenditure be maintained at all? Can it be maintained without swallowing up resources needed for Secondary, Technical and Higher Education? Plainly, therefore, there was need for establishing a system of cost-control over the development of Elementary Education which would ensure that pre-determined limits of recurring annual cost are not exceeded; and full value was secured for every rupee spent. But it is not easy to devise any method of cost control to which objection cannot be taken from one point of view or another.

16. These were the difficulties which led to the formulation by Government of provisional conclusions, which (in important respects) differed from the recommendations of the Expert Committees, each of which had dealt with different parts of an inter-related subject. Government treated their conclusions as provisional and decided that all the difficulties with which they were faced should be laid bare before the Legislature, so that whatever course of action might be finally decided upon could be based on the widest possible measure of agreement.

17. In the last part of our report we have examined the White Paper proposals so far as they relate to the reorganization of the courses of studies in schools. We have been led to the formulation of a Ten-Year Programme of Reorganization—that is to say, a programme extending over not merely the Second Five-Year Plan period but also the Third Five-Year Plan period. We recommend that the implementation of this programme should be given first priority in the allocation of funds. The details of the programme should be worked out; they should be suitably phased as between the Second and the Third Five-Year Plan periods; and the allocation for the Second Five-Year Plan period revised; so as to allot in full, the funds needed for the reorganization programme, as recommended by us. This will remove the difficulty referred to in paragraph 13 above. In order to meet the other two difficulties (referred to in paragraphs 14 and 15 above) Government have evolved a series of proposals constituting what is called the "Elementary Education (Intensive Development) Scheme". We shall examine this scheme in detail and record our conclusion thereon in the next section. We may observe here that this scheme envisages a phased Ten-Year Programme of Development to be completed by 1965–66. It embodies provision for an effective system of cost control. It will be possible to regulate the phasing of this development programme in such a way from year to year, that the aggregate expenditure on that programme as well as the Reorganization Programme (which we have already recommended) can be kept within the Five-Year Plan allotments which we have described already.



SECTION III—TEN-YEAR PROGRAMME OF DEVELOPMENT OF  
PRIMARY EDUCATION.

18. The demand for providing primary education to all children universally, on a free and compulsory basis was voiced over 50 years ago. It is now 36 years since the Elementary Education Act was passed, which conferred powers on local authorities to introduce compulsory enrolment in Standards I to V. But these powers were rarely used by local authorities. Government initiated a serious effort to expand compulsory enrolment during the years 1945-48. At that time, the introduction of compulsion in new areas was reinforced by the introduction of a new system of supply of free school-meals for poor children. But the expansion programme was abandoned after 1948—when it became apparent that the recurring expenditure involved in expanding compulsory enrolment on those lines was too large. Compulsory enrolment continues to be in force in the Madras City, 20 other municipal towns and 681 rural areas in this State. But its further extension awaits the formulation of a viable scheme of which the aggregate annual cost for the entire State would be within the financial capacity of the State.

19. India became a Republic on the 26th January 1950, when the present Constitution of India came into force. The Constitution laid various obligations on the State as " Directive Principles of State Policy ". One of these obligations (specified in Article 45) requires that " The State shall endeavour to provide, within a period of ten years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of fourteen years ". This article called for two important changes in the policy of this State as already embodied in the Elementary Education Act, 1920. First, provision for free and compulsory education was not to be limited to the first five years of school; it was to be extended up to 14 years of age. This is commonly interpreted as meaning the first eight years of school. Secondly, a definite time-limit was fixed for the fulfilment of the obligation. The time-limit expires on the 26th January 1960—a little more than three years hence.

20. In order to get a clear idea of the cost involved in any scheme of free and compulsory education, it is necessary to distinguish between two different factors. One of the two factors may be called the " Full Enrolment Rate ", that is, the estimated number of all children of the particular age-group who are to be found among every 1,000 people of all ages. The other is the average annual " Cost-per-pupil " enrolled. Some idea of the effort involved in expanding enrolment, so as to achieve " Full Enrolment Rates " can be gained from the figures given below :—

					<i>Primary phase (Standards I to V).</i>	<i>Middle phase (Standards VI to VIII).</i>	<i>Primary and Middle phases (Standards I to VIII).</i>
<b>ACTUAL ENROLMENT RATES—</b>							
MADRAS.	{(1954-55)	..	..	..	78.4	13.9	92.3
	{(1953-54)	..	..	..	75.5	13.4	88.9
INDIA	(1953-54)	..	..	..	56.8	11.1	67.4
<b>FULL ENROLMENT RATES—</b>							
India .. .. .	..	..	..	..	126	68	194
England and Wales ..	..	..	..	..	81	39	120
France .. .. .	..	..	..	..	82	37	119
West Germany .. ..	..	..	..	..	66	54	120

The following comments may be made on the foregoing figures :—

(i) The gap between the actual enrolment rate and full enrolment rate in this State is 47.6 in Standards I to V and 54.1 in Standards VI to VIII and 101.7 in Standards I to VIII. Between 1953-54 and 1954-55, the enrolment rate increased by 2.9 in Standards I to V; 0.5 in Standards VI to VIII and 3.4 in Standards I to VIII. If this rate of progress takes place in future years (and funds can be provided at a steadily increasing rate—not a safe assumption)—it will take another 16 years to reach full enrolment in the first five years of school. No less than 30 years will be necessary in order to reach full enrolment in the first eight years of school.

(ii) The significance of the comparison between India and western countries should be noted. If the relative proportion of children of school-age to the total population was as small as in the countries of Western Europe, the actual enrolment rate in the first five years of school already reached in the current year (1956-57), would be adequate. No further expansion would be needed in this State. The attainment of full enrolment rate in the first eight years of school (as required by Article 45 of the Constitution) would also be very much easier. It would be attained (at the current rate of expansion, viz., 3.4 per annum) within another eight years.

21. This State is spending Rs. 24 per annum on every pupil enrolled in Elementary Schools. The pupils enrolled in the Forms I to III cost more; but it is not clear how much more. Even if the average rate for all is deemed to be only Rs. 24 and it is not increased, the annual cost of enrolling and teaching 194 pupils (the full enrolment rate for eight years) will be Rs. 4,656 per 1,000 people; or Rs. 4-10-0 *per capita* per annum. The State will have to find not far short of Rs. 18 crores per annum for the upkeep of Elementary Schools alone; whereas the total outlay of public funds by the State Government, Local Authorities and Central Government on all educational institutions was less than Rs. 13 crores in 1954-55.

22. That is clearly beyond the resources of the poor tax-payers of this State. Apart from the poor tax-payer, there is the poor parent. Even when education is provided free of cost and made available within easy reach of every house, there are large numbers of parents who fail to send their children to school. Some of them are simply indifferent. But many of them are keeping their children at home because of their poverty. The services of children are needed sometimes, in order to earn a livelihood, often in order to look after young children when both parents are out at work. It may also happen that the child is ill-fed and ill-clad and there is reluctance to mix with other children in better circumstances.

It was in order to overcome the difficulties of poor parents and induce them to send their children to school that the Government started the provision of free school meals for poor children. But, while such a scheme is no doubt helpful in overcoming one difficulty, it aggravates another. The recurring annual cost per pupil is further increased by the cost of school meals and the financial barrier to the expansion of enrolment is sooner reached.

23. Given the decision that free and compulsory education should be provided for eight years and given the existing birth-rate and age-structure, the full enrolment rate gets fixed. There is no way by which Article 45 of the Constitution can be implemented, unless the cost-per-pupil can be reduced. The cost-per-pupil is made up of two factors: one is the scale of pay of teachers and the other is the pupil-teacher ratio. As the former cannot be reduced, the only \* way of reducing cost-per-pupil is to increase the average number of pupils taught by one teacher. Hence, the "Modified Elementary Education Scheme" of 1953. The principal feature of that scheme was the combination of "Half-Day-Schooling" for pupils with "Full-Day-Teaching" for teachers. The teachers were to work for six hours a day instead of five. The pupils were to be taught in two separate shifts, each for three hours instead of five. On this basis, it was expected that the pupil-teacher ratio could be increased from about 30 to 60; the cost-per-pupil could be halved; and enrolment doubled without extra cost. The scheme encountered considerable opposition and was suspended in deference to popular objections and has not been since revived.

24. The Elementary Education Reform Committee appointed in 1955, was required to "suggest ways and means for implementing the directive principle contained in Article 45 of the Constitution". The attention of the Committee was specially drawn, *inter alia*, to the problem of "bringing into schools the children of backward and poor classes of people now out of school"; as well as of improvements to the system "suited to the needs and resources of this State".

This Committee has, in effect, taken the view that, while the goal laid down in Article 45 of the Constitution must continue to be kept in view, the impossibility of reaching it within any foreseeable time must be accepted. It does not think any useful purpose will be served by extending the present area under compulsory enrolment. It does not recommend any change in this respect, though it would not altogether rule out the possibility of an experiment in selected areas with the idea of "partial compulsion". The Committee has recommended—as a partial answer to the problem presented by Article 45 of the Constitution—that a system of free school-meals for poor children should be reinstated and developed, and it should be reinforced by intensified official propaganda in favour of increased enrolment.

25. The Elementary Education Reform Committee, it should be remembered here, did not have before it the picture of finance for the Second Five-Year Plan period. The Government examined the Committee's Report, along with the report of the Secondary Education Reform Committee, and the settlement of allocation of funds, for the Second Five-Year Plan period. The Government agreed with the Committee that eight-year schooling cannot be made compulsory for all children in the State at any time which can now be foreseen. But they were reluctant to accept the view that it is unnecessary to extend the present area under Compulsory Five-Year-Schooling. Though Article 45 of the

\* It was at one time supposed that Basic Education offered the possibility of recovering Teacher-cost-per-pupil through the value of pupil-labour. This is not possible.

Constitution may be over-ambitious, the policy embodied in the Elementary Education Act of 1920 is not. There is need for ensuring that, from and after a reasonably proximate date, no child is permitted to grow up in illiteracy. Apart from this consideration compulsory enrolment is also necessary in order to ensure that the outlay of public funds on the upkeep of Elementary Schools is not wasted. It should yield the maximum possible benefit, in terms of permanent literacy.

26. The provisional conclusions reached by Government regarding the implementation of Article 45 of the Constitution may be summarised as below :—

*Item I—Limited objective and extended time-limit.*—The objective of compulsory education for all children should be limited to the first five years of school education. The time-limit for attaining the objective should be extended to 1965-66, the final year of the Third Five-Year Plan period. By the end of that period “ free and compulsory education for all children of school-age 1 to 5 should be effectively in force in all the villages and all the towns of the State without any exception ”.

*Item II—Control of cost.*—It should be recognized that this objective cannot be attained without a substantial increase of public expenditure. Such increase should be authorized. At the same time, there should be a limit above which the annual cost *per capita* should not be permitted to increase. Further development should be effectively cost-controlled.

*Item III—Framing of Elementary Education (Intensive Development) Scheme.*—The ‘ Modified Scheme ’ of 1953 should not be revived. But a new Elementary Education (Intensive Development) Scheme should be framed. It should be based on Full-Day-Schooling for pupils as well as Full-Day-Teaching by teachers. The scheme should secure the limited objective within the extended time-limit, without exceeding the limit of authorized public expenditure. To this end, the scheme should make provision for the following :—

- (a) Increased provision of school facilities according to a prescribed scale;
- (b) enforcement of compulsory enrolment “ progressively ” and subject to individual exemption on grounds of special hardship;
- (c) provision of free school-meals for poor children;
- (d) increase of the number of teachers, subject, however, to the limit of 1 teacher for 40 pupils not being exceeded; and
- (e) increase of pay of teachers; subject, however, to the limit of authorized public expenditure not being exceeded.

*Item IV—Implementation of Elementary Education (Intensive Development) Scheme.*—The scheme should be introduced from year to year in successive batches of selected development blocks. The phasing of the implementation of the scheme should be linked to the phasing of the National Extension Service Scheme.

We proceed to comment on each of these provisional conclusions seriatim.

27. *Limited objective and extended time-limit (Item I of paragraph 26)*—Enough has been said already to show that the objective must be limited and the time-limit must be extended. The points for our consideration are whether the present arrangements may continue unchanged or whether an attempt to extend compulsory enrolment for the first five years of school throughout the State should be made; and whether a ten-year-period is long enough for a realistic programme. We agree that an attempt should be made and a Ten-year-programme would not be unrealistic. In our opinion, the most important among the considerations which justify the attempt being made is the need for avoiding “ Wastage ” which is at present occurring in all the Elementary Schools of the State. At an earlier stage we have furnished the figures of enrolment in different standards.\* On 1st March 1955, there were 29.63 lakhs of pupils enrolled in Standards I to V. This total was made up of 10.20 lakhs in Standard I; 6.64 lakhs in Standard II; 5.21 lakhs in Standard III; 4.04 lakhs in Standard IV and 3.54 lakhs in Standard V. The abnormal difference between the first and second standard is accounted for in large part by inadequate age-regulation. Part of the difference at that stage and the entire difference in succeeding stages are accounted for by the premature withdrawal of pupils from schools. In respect of any pupil who is withdrawn from school before completing the V standard the money spent out of public funds on the salary of teachers and other school expenditure is entirely wasted. The child can be regarded as having its feet planted on the very first rung of the educational ladder, only when it completes all the five years. Otherwise, the child will lapse into illiteracy. If a system of compulsory enrolment were enforced and no pupil is allowed to be withdrawn from school before completing the V standard, the enrolment

\* Paragraph 2 of section I of Part III.

of pupils in all the five standards would be approximately equal. In that case the number of pupils who complete the 5-year course could be 5.9 lakhs against 3.5 lakhs at present. If all wastage is avoided, the existing staff of teachers and other school facilities should suffice to turn out 5.9 lakhs of permanently literate pupils every year; whereas it is at present turning out only 3.5 lakhs. The schools are, therefore, working on an average, with 60 per cent efficiency. The wastage is about 40 per cent.

It is no doubt true that one hundred per cent efficiency is unattainable and some wastage would be unavoidable in any event. But it should be possible to reduce it considerably. We think it should be possible, as a result of compulsory enrolment, to reduce this wastage to 10 per cent. *With every crore of rupees at present spent on primary education we succeed in imparting permanent literacy to some 50,000 children. Other things being equal this number can be increased to 70,000 through the enforcement of compulsory enrolment.*

There is one other reason why the extension of compulsory enrolment is desirable. From the figures furnished in the White Paper (relating to 1953-54) it is clear that enrolment varies enormously from district to district. So far, at any rate, as boys are concerned, it is complete in Malabar, Tirunelveli and practically complete in South Kanara. On the other hand, between one half and one-third of the boys are still out of school in Chingleput, South Arcot, Tiruchirappalli, Coimbatore and Salem districts. The inequality between the sexes is still more glaring. Enrolment of girls in Standards I to V (expressed as a percentage of the age-group concerned) varies from 80 per cent in Malabar; 68 per cent in Madras City; 62 per cent in Tirunelveli to 23 per cent in Salem and 31 per cent in Coimbatore, Tiruchirappalli and South Arcot districts. We consider it essential that these inequalities should be removed at the earliest possible date. *Equal access should be provided to what we have described as the first rung of the educational ladder in every village and every town in the State, for boys and girls alike; and for rich and poor alike.*

28. *Limit of public expenditure (Item II of paragraph 26).*—It has been suggested in the White Paper that Rs. 4 per capita per annum might be accepted as the limit of expenditure in respect of Elementary Education. This included, however, provision not only for the first five years (for which alone compulsory enrolment is proposed) but also the remaining years making up the integrated course of Elementary Education. At the same time, the proposal does not relate to the cost of Secondary Education. *We think it would be more convenient to define a limit specifically for expenditure on Standards I to V. We suggest Rs. 3 per capita per annum for this purpose. (Later in this report, we suggest a separate allocation of Rs. 2 per capita per annum for Standards VI to XI).* The average annual cost per capita on Standards I to V is at present Rs. 1-14-0. Wherever compulsory enrolment is introduced, this cost will be stepped up progressively from year to year until within five years, it rises to Rs. 3 per capita per annum. This is a large increase. But it is not unduly large, having regard to the importance of the purpose in view. It should not be impracticable, if local authorities co-operate actively with the State Government; and undertake responsibility for raising a defined proportion of the additional funds required, as well as for putting the funds to use economically and efficiently.

29. *Provision of school facilities (Item III-A).*—The Elementary Education Act provides that the introduction of compulsory enrolment should not be approved by Government unless a number of conditions specified in the Act are fulfilled. First, the local authority concerned should have declared its readiness to levy the tax leviable "at such rates as may be necessary to meet the expenditure involved". Secondly, "adequate arrangements" should have been made "for the provision of trained teachers". Thirdly, "the number of elementary school-places in the area" should be (or will within a reasonable period be made) "sufficient for all children of school-age residing therein in respect of whom it has been resolved that elementary education shall be compulsory"; and this should not be deemed to be sufficient unless such school places are provided "within one mile from the residence" of every child other than any who may be exempted. The White Paper contains specification of the scale of requirements of premises, buildings, playground and garden, furniture and equipment and books. We invite attention to these provisions and recommend that special care should be taken to ensure the availability of the necessary school facilities within a distance not exceeding one mile of the residence of such child, before such child is compulsorily enrolled.

30. *Individual exemptions from compulsory enrolment (Item III-B of paragraph 26).*—It is already provided in the Act that the "attendance at school should not be compulsory" if the child lives more than one mile away from school, or is prevented from attending by reason of "sickness, infirmity or other cause declared by a resolution of the local authority concerned to be a reasonable excuse" and in certain other circumstances. There is provision in the Act for prescribing any other ground of exemption also.

There is a statutory rule which provides that "a child may be exempted on any other ground accepted as satisfactory by the Director of Public Instruction". It is proposed in the White Paper that a new rule should be framed whereby a panchayat or similar authority will be empowered to examine individual cases and grant exemptions if it is satisfied that the family circumstances are such that compulsory enrolment would constitute a special hardship. We have considered whether such a provision might prove to be unduly wide and defeat the object in view. We do not think so. On the other hand, it will operate as a safety valve ensuring the smooth working of compulsory enrolment. At present the level of enrolment is reported to be about 80 per cent in areas where statutory compulsion has been enforced, even though compulsion is virtually unenforced. A real attempt at enforcement, backed by local opinion, is likely to raise this percentage higher, even if it is accompanied by the grant of exemption after special enquiry into individual family circumstances by a panchayat or similar body. Further, such a provision will enable cases of mere indifference being distinguished from practical difficulties entailing real hardship and draw attention to the ways and means of removing such practical difficulties. We agree, therefore, that a provision for exemption of the nature proposed will be useful and may be made.

The number of cases for which individual exemption may have to be granted will be substantially reduced if (as we shall recommend presently) free school-meals are provided for poor children. On that basis, we think it should be possible to secure that the combined loss on account of both exemptions and unavoidable 'wastage' is limited to one-eighth of the total number enrolled.

*As the full enrolment rate is 126 per 1,000 people we think a target enrolment rate of 110 per 1,000 people should be attainable as a result of compulsory enrolment, subject to individual exemption on grounds of special hardship.*

*Allowing ten per cent wastage between Standard I and Standard V, we think, the enrolment rate in Standard V should be raised to 20 per 1,000 people. That is to say, 20 children (boys and girls) per 1,000 people should be made permanently literate every year, after completion of five-year-schooling.*

31. 'Progressive' enforcement of compulsion (Item III-B of paragraph 26).—The Government have proposed that the introduction of compulsion in respect of each individual school should be 'progressive', in the sense that "it should be made applicable to all children (other than exempted children) of school Standard I only in the first year; Standard II in the second year; and so on up to Standards I to V in the fifth year". We think this proposal errs on the side of excessive caution. "School-age" has already been defined by statutory rules to mean "the period of life of a pupil from the date on which he or she attains the age of 6 until he or she has received elementary education up to and including Standard V, or until he or she attains the age of 12, whichever is earlier."

As soon as compulsion is introduced in any area and made applicable to any particular school, it should, in our opinion, be enforced as follows:—

*First year.*—Every child already enrolled in such school in any of the first five standards should become compulsorily enrolled. The child should not be withdrawn from school until completion of primary school-age as defined above.

*Second year.*—Every child, living within a distance of one mile from the school, who has completed six years and has not completed seven years, should be enrolled compulsorily, if he or she has not been enrolled voluntarily in the previous year. The children thus enrolled in Standard I should be under obligation to continue in school until completion of primary school age.

*Every succeeding year.*—The same rule as above. The object of such "progressive" compulsion would be merely to avoid the school being disorganized by compulsory enrolment of too many over-aged pupils; and to permit time being provided for necessary enlargement of school accommodation. The provision we have indicated for the first year is not contained in the White Paper proposals. This is necessary because the full benefit of the introduction of compulsion will be immediately realized by putting an end to premature withdrawal of children already enrolled in school.

We wish to make it clear that in our opinion, there should be no difference in regard to the age of compulsory enrolment of boys and girls and that it should be the same for both.

If this course is followed, it should be possible to secure that within five years of introduction of the scheme in any area, the primary schools of such area regularly turn out year after year, permanently literate pupils numbering 20 (boys and girls) per 1,000 people. By 1965-66, the present annual output of permanently literate pupils will be more than doubled throughout the State.

32. *School-Meals (Item III-C of paragraph 26).*—Government have stated to us that they visualize the proposed system of free school-meals for poor children to be a permanent feature of the primary school system of the State. We welcome the proposal cordially. We understand that the minimum cost of providing one school-meal for one pupil on every school day in the year will be Rs. 18 per annum. It will be recalled that the present average cost of primary education is Rs. 24 per pupil per annum. It is not, however, intended that the meal should be supplied free of charge for all pupils. It is to be supplied free of charge only to such pupils as (on an appropriately defined 'Means Test') are ascertained (by the panchayat or other local authority responsible for implementing the scheme) to be poor children for whom the provision of free supply is necessary and justified. The proportion of such children to the total number enrolled in school will, no doubt, vary from place to place. We assume that, for the State as a whole, this will not exceed about one-third of the total number of enrolled pupils. On this basis, it may be estimated that the cost of free school meals for poor pupils will be subject to a maximum of six rupees per pupil enrolled. As the target enrolment rate is 110 per 1,000 people, it will be necessary to set apart 11 annas per capita per annum for provision of free school-meals. As the scheme has to work within a total allotment of Rs. 3 per capita per annum only Rs. 2-5-0 per capita per annum will be available for paying teachers and meeting other school expenses.

We realize that, in relation to the meagreness of the resources available, 11 annas per capita per annum is a large sum of money. The proposal may be fairly criticized on the ground that it adds to recurring annual cost at a time when we lay so much emphasis on cost-control. We have, therefore, carefully weighed the considerations of cost against the results likely to be secured thereby. We are clear in our mind that the proposal is justified. There is no doubt about the prevalence of undernourishment and malnutrition even among the children who are already enrolled in school. This is bound to be much greater among the pupils who are not enrolled. Even if no direct educational advantage is gained, the removal of undernourishment among school-children will have a profoundly beneficial effect on the health, strength and happiness of the next generation. The expenditure is thus justified from a far more important point of view than the spread of primary education and liquidation of illiteracy. Even from the strictly educational point of view, we believe the benefit would be considerable. An undernourished child cannot derive the full benefit from school education even if it does attend school. Further, it will facilitate the enforcement of compulsory enrolment, if the excuse (which the Elementary Education Reform Committee has referred to as the need for earning a few annas) can be overruled as a ground for exemption. The atmosphere needed for such enforcement is likely to be very favourable, if the authority responsible for enforcement is also in a position to offer an inducement of this nature.

For all these reasons, we are satisfied that the proposal is sound and should be given effect to.

33. *Pupil-teacher-ratio : (Item III-D of paragraph 26).*—It is a necessary consequence of this scheme that the total number of teachers employed in teaching Standards I to V should increase. If this increase takes place on the basis of present rules, the resulting number will be so large that the cost cannot be met within the authorized limits of total expenditure. Therefore, the Government propose that the rules should be changed so that no new teachers are sanctioned for any school unless the number of pupils exceeds 40 per teacher; and that, thereafter, the sanction of additional teachers is regulated at the rate of one teacher per 40 pupils.

The objection to this proposal is easily stated. There is no doubt that (other things being equal) the smaller the number of pupils in the charge of the teacher, the better they will be taught. An increase in the pupil-teacher-ratio necessarily involves a greater effort on the part of the teacher to maintain the same standard of efficiency of teaching, or a lowering of the standard where this effort is not made. All this is elementary. But the question for our consideration is not whether an increase of the pupil-teacher-ratio is or is not undesirable in the abstract; but whether it is unavoidable. We are satisfied that it is unavoidable.

At present the pupil-teacher-ratio varies very widely in this State. It is considerably smaller in aided private schools than in district board schools and municipal schools. This somewhat surprising fact is due to the manner in which the Grant-in-aid System has been developed in the past. The Government pay out, in the form of grant-in-aid, to private schools, the entire pay of teachers; and, in addition, a supplement for other expenses. The private managements are permitted to employ one teacher for 20 pupils (on the basis of average attendance). They are, therefore, able to employ teachers on this generous scale; and they do not have to worry about the resulting cost because

the rules provide for the Government meeting the cost in full. The position is very different with local authorities (district boards and municipalities). They are requested to employ teachers, on the basis of enrolment at the rate of one teacher per 35 pupils. Further, Government contribution to the expenditure of local authorities is limited, and excess expenditure has to be met from their own resources. This fact induces the local authorities to be careful about the number employed. The relative proportion of private schools to local authority schools varies widely from one district to another. This is one of the principal reasons which account for wide variations from district to district. The number of pupils per teacher is as low as 25 in North Malabar and 27 in Tirunelveli. It is as high as 39 in Salem, Coimbatore and Pudukkottai.

For the State as a whole, the average is 32. The all-India average is 33. In Travancore-Cochin where the shift system is in force for Standards I to IV, the average is 54. In Bombay, where the system is in force only in parts of the State, the average is 37.

This State is spending Rs. 24 on every pupil in Elementary Schools. This may be split up into Rs. 21 on the pay of teachers; and Rs. 3 on other contingent charges of school-management. Working on an average of 32 pupils per teacher, it may be estimated that the average annual cost per teacher (in round figures) is at present Rs. 700. There are numerous scales of pay and dearness allowances varying with the qualifications of teachers and types of employment, but the foregoing calculation may be taken to indicate reliably that the present *average annual cost is about Rs. 700.*

Assuming that no change is made in either the pupil-teacher-ratio or the existing pay scales of teachers, the target enrolment rate of 110 pupils per 1,000 people will cost  $110 \times 21 = 2,310$ , i.e., to say Rs. 2-5-0 *per capita* per annum. We have already seen (see paragraph 32 above) that we shall have only Rs. 2-5-0 *per capita* per annum to spend, in order to pay teachers and meet other contingent expenses of school-management. It follows that it will be not only impossible to increase the pay of teachers to any extent, it will be impossible to find any money for the other school-expenses, or for paying the pensions (which have been recently granted).

There can be no quarrelling with arithmetic. It is quite clear that the best we can attempt to do by way of raising increased resources will not suffice to achieve the very limited objective which the scheme seeks to achieve within an extended time-limit unless the pupil-teacher-ratio is increased as proposed. We, therefore, endorse the proposal made in the White Paper.

34. *Further increase of pupil-teacher-ratio.*—The Government do not propose the reinstatement of the "Shift" system of the "Modified Elementary Education Scheme" of 1953. Some of us doubt the wisdom of such a decision. They observe that the margin of savings which would accrue as a result of raising the pupil-teacher-ratio from 32 to 40 will not suffice to increase the pay of teachers, except to a small extent. From the point of view of efficiency of teaching, it is not unlikely that 50 pupils might be better taught in two shifts of 25 each, rather than a single large class of over 40 pupils. After full discussion of this point of view, all of us have agreed that the decision proposed by Government is sufficient for practical purposes in the near future. Popular objection to "Half-Day-Schooling" is pronounced and not altogether unjustified. Any new proposal to revive it, is bound to arouse undesirable controversy. Such controversy would be fatal to the success of the scheme, which requires the enthusiastic co-operation of all sections of the people.

Our recommendation, therefore, is that the enforcement of the pupil-teacher-ratio should be limited to 40 as proposed in the White Paper. We offer, however, two suggestions:

*First.*—A systematic study should be undertaken of the methods of plural-class-teaching in primary schools with a view to ascertain whether a method can be devised by which the pupil-teacher-ratio can be further raised from 40 to 50 without loss of efficiency and within the framework of full-day-schooling for all children. The results of such a study should be reviewed by the Government three years hence; and further changes, if any, undertaken on the basis of the review.

*Secondly.*—Panchayats, district boards and municipal councils should be given a considerable measure of discretion to find out, by practical experience, ways and means of working the schools with greater economy than at present.

35. *Need for correct appreciation of the problem.*—In concluding our review of this very important aspect of the whole problem of universalization of primary education, we would emphasise the need for a correct appreciation of this problem by Educational authorities, no less than the public. The increase of the pupil-teacher-ratio (like half-day-

schooling) is a make-shift-arrangement. One does not resort to make-shift-arrangements unless compelled by necessity to do so. This necessity arises from the inadequacy of available resources to meet the basic needs. On the one hand, the tax payers and parents of this State are so much poorer than the tax-payers and parents of western countries. On the other hand, the number of children to be educated is so much larger, in relation to the number of tax-payers and parents. The problem is as intractable as it is, because the children of primary school-age number one-eighth of the total population in this State, whereas they number only one-twelfth of the population in Western European countries. The compelling need for an undesirably high pupil-teacher-ratio will disappear only when this difference in relative numbers disappears. This difference in relative numbers will disappear only when family planning is as widely practised by our people as by the Western European peoples. The correctness of this harsh conclusion is attested by the fact that the Western European countries also had to pass through a stage of undesirably high pupil-teacher-ratios. The ratio was 63 in England during the last quarter of the last century. It was 63 in Germany as recently as 1916.

36. *Pay of teachers (Item III-E of paragraph 26).*—It will be seen from the statement of provisional allocation of funds for the Second Five-Year Plan period, that a sum of Rs. 322 lakhs is set apart to meet the cost of increase in the pay of school teachers. Out of this sum, Rs. 236 lakhs are intended for teachers employed in Elementary Schools, as well as for teachers of the same grades employed in Secondary Schools (in the primary and middle phases of School Education). The allocation is provisional pending settlement of the following questions: (i) To what extent Central Government grants would be forthcoming in order to meet this expenditure; (ii) whether having regard to (i) and other needs of the Development and Reorganization programmes, the size of the allocation was correct and (iii) what is the amount of increase in recurring annual-cost-per-teacher which could be afforded, consistently with the decisions to be taken on the Elementary Education (Intensive Development) Scheme.

There was and is no doubt about the urgency of the need for granting some increase of pay of teachers. The question is not whether an increase is necessary, but how much can be afforded by the State. When we considered the subject, the question of Central assistance was still undecided. But we took the view that the provisional allocation represents the minimum requirements; and that it was necessary that a very early decision should be taken and announced. In pursuance of this conclusion, the Minister for Education made an announcement in the Legislature on 25th October of which the effect is to grant a special additional pay as below:—

*Rs. 5 per mensem* for higher elementary grade teachers (trained and untrained) drawing a pay of Rs. 40 and above and all secondary grade teachers under all managements.

*Rs. 6 per mensem* for lower elementary and higher elementary grade teachers (trained and untrained) drawing a pay of Rs. 39 or less under all managements.

*Rs. 7 per mensem* for lower elementary grade teachers (trained and untrained) in aided schools.

The Government have also issued the rules which provide pensions for these teachers.

We recommend that the multiplicity of pay scales which exist at present should be looked into and the scales should be revised so as to secure greater uniformity. We suggest, as a general principle, that there should be no differences in the scales of pay and dearness allowances among teachers possessing the same basic qualifications and doing the same work, merely for the reason that they are employed under different managements. We recognize, however, the need for making one general exception to this rule, viz., that reasonable difference can be justified where it is related to liability for transfer over considerable distances from one school to another.

In this connection we desire to invite attention to Recommendation No. 34 of the Recommendations of Elementary Education Reform Committee and suggest that the question of providing houses for village school teachers, near about village schools in which they are employed, should be seriously considered by the authorities.

37. *"Phasing" the programme (Item IV of paragraph 26).*—The proposals in the White Paper are as follows: "Necessary planning and preparations should be completed and the scheme should be introduced in selected Development Blocks where the National Extension Service Scheme has already been in force for not less than one year. The National Extension Service Scheme is planned to be introduced in all the villages of the State by the end of the Second Five-Year Plan period. This scheme will be introduced



in the wake of the National Extension Service Scheme. It will take five years for this scheme to take full effect. Thus a phased programme of compulsion will be carried out throughout the State and completed before the end of the Third Five-Year Plan period. The towns in which compulsion has not been already introduced should be taken up separately but concurrently and compulsory education extended to them also."

We have examined these proposals carefully. They are primarily designed to secure that the leaders of the local people are fully informed of the objects and purposes and all the details of the scheme and are induced to undertake responsibility for ensuring its successful operation; that the Local, State and Central resources are pooled together and put to use in a co-ordinated and efficient manner; and that the progress of planned expenditure is kept under over-all control from year to year and related to the annual review of expenditure under the Five-Year Plan. The "phasing" proposals are necessary and sound and we recommend that they may be put into effect. We suggest that, in doing so, the following considerations should be prominently borne in mind:—

*First.*—While effecting the selection of new blocks for the introduction of the National Extension Service Scheme, and in effecting a selection from such blocks for purposes of introduction of the Elementary Education (Intensive Development) Scheme, special regard should be had to existing educational backwardness. Those areas in which the enrolment rates are at present very low should be selected earlier than others.

*Secondly.*—While active stimulation of enrolment under the scheme may be limited to the selected blocks, the normal demand for increased admissions should be met in other blocks; and the consequent demand for increase in the number of teachers should be met, provided it is admissible on the basis of the higher pupil-teacher-ratio.

*Thirdly.*—There should be no room left for doubt about the responsibility for directing the implementation of the Elementary Education (Intensive Development) Scheme. It should continue to be borne by the Education Department. (We understand that the principle underlying this suggestion has been accepted in relation to all departmental agencies, of which the co-ordination is effected by the development staff set up under the National Extension Service Scheme.)

38. We have now concluded our detailed examination of all aspects of Government policy in relation to free and compulsory education. We attach great importance to the formulation and execution of the scheme, which we suggest may be more appropriately referred to as the *Ten-Year-Programme of Development of Primary Education*. We desire that compulsory enrolment should become universal, not because compulsion is an end in itself; but because it is the necessary means of ensuring that the maximum number of children are helped to become permanently literate at the minimum cost to the State. At present, our annual literacy output is less than 10 children per 1,000 people; and the cost of imparting permanent literacy is nearly 200 rupees per child. We seek to increase the annual literacy output to 20 children (boys and girls) per 1,000 people; and to reduce the cost of imparting permanent literacy to 150 rupees per child.

We suggest that the objectives of the programme should be explained in these simple terms to the local people of every development block in which the programme will be introduced in successive years. The local people should be enabled to see for themselves what the present position is in their village and their block; how many children are being made permanently literate every year and at what expense. They should then fix their own targets of numbers of children to be enrolled, the number of boys and girls to be made permanently literate every year and the annual expenditure to be incurred. With reference to these targets, they should plan for the further development which is to be brought about within the five years from the date of introduction of the programme.

#### SECTION IV—OTHER QUESTIONS RELATING TO THE DEVELOPMENT OF SCHOOL EDUCATION,

39. We have explained already how the doubts, differences of opinion and difficulties which were presented to us for consideration may be removed; and how, in our opinion, two ten-year programmes should be framed and implemented. The first of the two programmes will bring about a reorganization of the courses of studies in schools. It will improve the quality and utility of school education. It is not concerned with the expansion of numbers. The other Ten-Year-Programme relates to expansion of numbers. It is limited to Standards I to V. There remains the question of expansion of numbers in Standards VI to XI. This, in our opinion, should be regarded as subordinate to the requirements of the two main programmes. In recent years, progress has been taking place

mainly in response to local demand; which is not necessarily the same as local need. It is now necessary to control further development in such a manner as to secure that enrolment in backward areas (especially rural areas) is levelled up. There should be a planned approach to securing a minimum level for the entire State, below which no area should be permitted to remain.

It is necessary to emphasise the importance of this consideration. In practice, we have no doubt, it will be difficult to resist the pressure for expansion in order to devote larger resources for improvement. It will be even more difficult to resist the claims of advanced areas in order to accelerate the progress of backward areas. The difficulties must nevertheless be faced. The Grant-in-Aid Rules should be revised with an eye specially to securing these results. We should add, by way of clarification, that it is not our intention that there should be any bar to expansion or improvement in advanced areas, where this may be achieved without entailing a corresponding increase of public expenditure.

40. We think it will be convenient to set out, at this stage, a complete statement of our conclusions regarding the TARGETS for 1965-66, limits of costs and relative priorities. Our advice to the Government is as follows :—

I. Make all preparations necessary for raising funds in order to step up the average annual cost *per capita* (on Standards I to XI) from Rs. 3-1-0 to Rs. 5 *per capita*. This will be difficult. It will entail stepping up of the incidence of State taxation and local taxation and mobilisation of educational endowments. Panchayats, municipalities and district boards should be required to undertake a specific share of the responsibility for levying local taxation and raising funds.

II. Out of Rs. 5 *per capita* allocate Rs. 3 for Standards I to V and Rs. 2 for Standards VI to XI. This will mean an increase of Rs. 1-2-0 *per capita* for Standards I to V and Rs. 13 *per capita* for Standards VI to XI. If new resources fall short of Rs. 1-15-0 *per capita*, allocate such extra resources as may be available proportionately.

III. Accept a definite target of annual outturn of pupils who complete the primary phase of Elementary Education and attain permanent literacy at the rate of 20 pupils (boys and girls) per 1,000 people, at a cost not exceeding Rs. 150 per pupil. To this end, enforce compulsion and reduce wastage. Provide free school meals for poor children. Step up enrolment in Standards I to V to 10 per thousand people; and enrolment in Standard V to 20 per thousand people. Regulate the number of teachers at the rate of 1 per 40 pupils; and the pay scales of teachers so as not to exceed the allocated cost *per capita*. Encourage local authorities to experiment on ways and means of reducing cost. Make sure of attaining the target with the maximum possible economy.

IV. In respect of Standards VI to XI, recognise and give effect to the following order of relative priorities :—

(1) Improvement of the quality and utility of Secondary Education, at existing rates of annual outturn of pupils who complete Secondary Education.

(2) Levelling up the annual outturn of pupils who complete Higher Elementary Education and Secondary Education respectively to a common minimum level for all taluks of the State. This common minimum level may be fixed to begin with at 4 per 1,000 people in respect of Higher Elementary Education and 1 per 1,000 people in respect of Secondary Education.

(3) (a) Improvement of the quality and utility of Elementary Education above Standard V including the integration of basic education with the general school system, if and in so far as funds may be still available.

(b) Further expansion of enrolment in Standards VI to XI so as to raise the common minimum level to 6 per 1,000 people in respect of Higher Elementary Education and 1.5 per 1,000 people in respect of Secondary Education.

41. The Government have stated that they propose to review and revise the Grant-in-Aid Rules and to this end, appoint a special committee for examining the subject, and suggesting the needed revision. We consider this essential and recommend that the special committee be appointed at a very early date and the revision of rules effected so as to come into force from next year. The main objective of this revision should be to enable the two Ten-Year-Programmes of reorganization and development to be carried out as planned: to maintain cost-control and give effect to priorities as suggested by us. So far as Elementary Schools are concerned it is necessary to redress the balance between private schools and schools maintained by local authorities. While the aided private schools should

continue to be assisted, so long as they continue to be managed efficiently, it should be recognized that further development of Elementary Education must be brought about almost entirely through the initiative of local authorities. Grants to be made to local authorities should be liberalised accordingly. There is need for ensuring that the pupil-teacher-ratio should be raised to 40 in primary schools. This will have to be done with due notice to managements of private schools and without any loss of employment for teachers, even temporarily. The Grant-in-Aid Rules will require careful revision so as to secure this result.

Our observations regarding the limited role of private schools for purposes of future development apply only to Elementary Schools. Secondary Education has owed a great deal in the past, to the initiative and public spirit of private managements and the generosity of private individuals and institutions. This will continue to be necessary and will, we hope, be forthcoming in the future no less than in the past. There is an important difference between Elementary Schools and Secondary Schools. The entire recurring expenditure on aided Elementary Schools is met by Government and the requirements of non-recurring expenditure are relative small. The non-recurring expenditure needed for Secondary Schools is relatively large. The greater part of such expenditure is met by private funds. The greater part of the recurring expenditure is met by fees paid by the pupils. It is important that this difference between Elementary Schools and Secondary Schools should be recognized and reflected in the nature and extent of administrative control exercised over private managements. We mention this because we have been told by representatives of private managements that, in recent years considerable restrictions have been placed on the power of managements to authorize expenditure from school funds according to their own judgment of what was necessary for day-to-day management. We have been also told that certain restrictions have been found necessary in order to correct abuses and curb extravagance. We have no doubt that school funds (like any other type of public funds) should be utilized for the purposes for which they are intended and should be accounted for publicly and a system of audit designed to make sure of these requirements is essential. Where grants are made for specific purposes, it is also necessary that the fact of utilization of funds for such purposes should be verified and properly accounted for to the satisfaction of the Government and the Legislature which provide the funds. The exercise of control is necessary and proper when it is clearly related to securing these results. It should, however, be possible to secure these results, without instituting restrictions, which hamper the management of schools, or necessitate the securing of prior approval of the departmental authorities to decisions which should be left to the discretion of responsible private managements. We do not say that existing restrictions are of this nature, because we have not examined the matter so as to form an opinion. But we suggest that the matter should be examined and cleared up by the special committee which Government propose to appoint for the revision of Grant-in-Aid Rules.

42. There is great need for careful study of problems of school managements. We have not ourselves examined these problems in detail. Our impression is that Secondary Schools managed by private agencies are on the whole satisfactorily managed. District board schools (secondary as well as elementary) suffer greatly in comparison with private schools. This is not to say that local authorities are at fault. The conditions under which schools have grown in numbers in recent years without a corresponding increase in the needed facilities, inadequacy of funds as well as the inadequacy of staff needed for coping with the administrative problems involved, all these factors have necessarily led to the creation of various unsatisfactory conditions. Private elementary schools present a mixed picture. On the whole, we are informed, they are not up to the mark. In some cases, it has been suggested, there are definite abuses. The Elementary Education Reform Committee has proposed that district boards should cease to manage elementary schools and "Regional Boards" should be set up as *ad hoc* statutory authorities for the management and control of Elementary Schools. The Government are not in favour of this proposal. They consider that local authorities should be reorganized, staffed and otherwise strengthened so as to discharge their responsibility more efficiently. The precise nature of the changes to be effected, more especially in regard to the district boards is still uncertain. Recently, the Government have placed a White Paper on Local Administration before the Legislature. We trust that the consideration of this White Paper will lead to the formulation of satisfactory proposals for bringing about a very substantial measure of improvement in the management of all schools, especially schools located in rural areas.

43. While we have stated our view that private managements should not be hampered by restrictions which limit their power to take decisions for day-to-day management of school affairs, we wish to make it clear that Government should have adequate powers for

ensuring that the managements are properly constituted. Maladministration of schools is no less detrimental to public interest than maladministration of local bodies. Just as Government are empowered by law to prevent the latter, they should have powers (whether by suitable provision in the Grants-in-Aid Rules or by specific legislation) to prevent the former also.

We suggest that Government may arrange to examine whether existing powers are adequate; and, if not, what powers should be taken for this purpose.

44. A large number of detailed recommendations of the Elementary Education Reform Committee and the Secondary Education Reform Committee are set out in the White Paper, together with Government's provisional conclusions thereon. We have discussed only the more important of these recommendations in this report. Among these items, we would invite reference specially to the question of text-books. The suggestion has been made that Government may take over the responsibility of publishing text-books, so that there could be uniformity in standards and improvement in quality. Though the Elementary Education Reform Committee did not favour the suggestion, the need for further consideration has been mentioned in the White Paper. We take the view that the time has arrived to make a beginning in respect of Elementary Schools in the first instance. We suggest that the Government should set up an independent body to advise them on the choice of text-books and such books as are finally selected should be printed by the Government for sale, after purchasing the copyright outright or by payment of royalty to authors. A full record of our discussions has been prepared and is printed as Appendix to this Report. It may be made available to the departmental authorities concerned and to the Special Committees, which will be appointed in order to implement the decisions which will be taken by Government on the basis of this Report. The Appendix to the Report will furnish supplementary indication of our views on all the items which we have considered.

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APPENDIX  
TO  
THE REPORT OF THE  
LEGISLATURE COMMITTEE  
ON WHITE PAPER ON EDUCATION  
MADRAS STATE  
1956

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## APPENDIX

### DOCUMENTS PLACED BEFORE THE COMMITTEE. DIGEST OF VIEWS EXPRESSED IN THE LEGISLATURE:

#### I. ARTICLE 45 OF THE CONSTITUTION.

**SRI T. M. NARAYANASWAMY PILLAI :** Impossible for the Government to implement this Article fully within ten years. Present wastage in spending should not be continued. There should be greater consolidation and sincere attempt so that we may get the results which we aim at. The estimate of cost given in the White Paper may be falling short of the amount actually required.

**SRI E. H. PARAMESWARAN :** At any cost, the provisions of this Article should be implemented.

**SRI G. KRISHNAMURTHY :** There is no escape from the shift system, if we are serious of implementing the directive principle of the Constitution. There must be only two and a half hours of schooling daily in rural parts, in order to get all the children into school.

**DR. V. K. JOHN :** We can implement Article 45 of the Constitution, if we can create that atmosphere which prevails in Travancore-Cochin and in Malabar, in which there will be the feeling that every child should be sent to school and every well-to-do man must contribute to the running of a school.

**SRI V. R. KRISHNA IYER :** Whether there are finances or no, we must squeeze out the maximum amount of finance to provide free, universal and compulsory education to all.

The shift system will not work successfully unless we increase the pay of teachers.

**SRI T. ANANTHA PAI :** In order to get over difficulties of providing additional class rooms, let the secondary schools begin their classes from III Form and have only four forms, so that the present accommodation and teachers could be made use of for Elementary Education.

It should be considered whether we should not change the pattern of school buildings and make them cheaper, consistent with the poverty of the country.

A sort of 'incentive bonus' may be given to teachers for the larger enrolment of children in the schools and also for retaining the children from the first to fifth standards, so that they may take a very active interest and shoulder the responsibility of giving education to these children and see that they continue from the first to the fifth standards.

**DR. K. B. MENON :** The primary problem is not finance, but the creation of a sense of social consciousness or a sense of social responsibility about the right of a child for education.

The introduction of some kind of shift system will be necessary. In the Travancore-Cochin State, shift system is followed for the first and second standards and the same may be followed in the other States as well. Shift system could be tried for the first three standards, if necessary.

The problem of education in the rural areas should be tackled in a manner different from that in urban areas. If the curriculum of studies for rural areas is different from that for urban areas, a considerable amount of wastage in primary education can be avoided and more children can be made to attend schools.

Employment of part-time women teachers should be encouraged in larger numbers.

**DR. A. L. MUDALIAR :** The experience of those who had adopted the shift system was that while it might be feasible in the first and second year of primary education, it was not desirable in the later stage of education. Secondly, the shift system should not be adopted as a matter of routine for the whole area of the State. It is desirable in some places and wholly unnecessary in other places.

A survey of education facilities, village war should be done. It would be much more useful to have a survey of the whole field of education, so that we may have a planned method of starting new schools with sufficient guarantees.

**SRI K. BALASUBRAMANIA IYER :** A convention may be set up for having a survey of all the institutions like single-teacher schools, nursery schools, ordinary elementary schools and institutions of various kinds.

**SRI P. RANGASWAMY REDDIAR :** It will not be possible to implement free and compulsory education up to the age of 14 within the next five years which is the time-limit provided in the Constitution. Since the Elementary Education Committee has observed that successful completion of Standard V gives the pupil permanent literacy, it should be the first duty of the Government to give education to all up to the V Standard. This will satisfy the intention of the makers of the Constitution.

**SRI B. K. NALLUSWAMY :** The shift system may be first tried in the cities and towns and later extended, if necessary, to villages, since even the full-time schooling is not as effective in villages as in towns due to lack of supervision over the village schools.

**SRI V. MUTHU :** If we have to give compulsory free education as envisaged, in the Constitution, with the available resources, the shift system is inevitable. The shift system should be with a modification, viz., that after the classes are over the children should not be sent home where they are not wanted (this was the main objection against Rajaji's scheme) but they should be kept engaged in school in other activities (like playing, physical training, gardening) in the school compound. Thus, when one batch is engaged in the class, the other should be engaged in other activities within the school.

**SRI R. KRISHNASWAMY NAIDU :** The shift system may be introduced after proper atmosphere and facilities for the care of children after the class hours are created. The objection to the shift system is based on the fact, that children will go astray if they are left without proper supervision.

Compulsion may be enforced up to V Class. Steps must be taken to introduce and complete compulsory education, stage by stage. A portion of the resources of the Religious Endowments may be earmarked for the implementation of this and other educational programmes.

**SRI P. RAMAMOORTHY :** In order to achieve the objective of universal education, all possible steps must be taken. For instance, single-teacher schools with shift system may be introduced in all villages. Educated people living in villages without doing anything should be conscripted for imparting education.

**SRI C. KANDASWAMY :** It is necessary that all children of school-age 5 to 14 must be given education. The introduction of compulsion in blocks as proposed in the White Paper will only create problems, as the progress will be uneven. The supply of free mid-day meals to all poor children (ignoring the cost) is the only way compulsion can be successfully implemented. "Shift system" may be introduced where it is found necessary in order to increase the teacher-pupil ratio. The introduction of shift system in the whole State is not required.

**SRI A. SAMBASIVAM :** As for the funds, there are many temples with a lot of endowments. These can be used generally for the educational development plan. The shift system may be introduced in urban areas where there are greater number of literate fathers and then gradually extended to villages, if it proves popular, care being taken that deterioration does not set in, in the existing standard.

**SRI G. SAMIA KOORAYAR :** There is no definite proposal in the White Paper regarding the implementation of the directive principle of the Constitution. Shift system may be introduced which will enable more enrolment with the present resources and buildings. The shift system should not be discounted just because it was rejected once by the Assembly. It should be considered and, if it is advantageous, it should be adopted. It has to be revived if the Constitutional Directive is to be implemented by 1960, the date fixed in the Constitution.

**SRI T. C. NARAYANAN NAMBIAR :** If we want to give education to the 50 lakhs of illiterate children, we must have more schools, teachers, books, equipment, etc. To provide all these, the co-operation of every one is required. An all-out effort should be made. Education, like food production programme, during war time, should be put on an emergency basis. In this, every one should participate. All available accommodation should be made use of for opening schools.

The Government have appointed an all-party committee. We require many committees like that. In each school, there should be many committees like Welfare Committee, Attendance Committee, etc.

**SRI V. BALAKRISHNAN :** Rajaji's scheme is the best suited for our children. It failed because, the advantages inherent in it were not made known to the public and with proper publicity, its revival will succeed, if it does not entail fresh taxation.

**SRI P. G. MANICKAM :** The Constitutional Directive should be implemented at least in 10 years although it may not be possible within five years as laid down in Article 45. Special steps should be taken to spread education among girls and backward classes.

#### CEILING RATE OF PUBLIC EXPENDITURE *per capita*.

**SRI T. PURUSHOTHAM :** We have already taxed ourselves to the maximum extent. We should as far as possible not to go to the country with more taxation proposals to meet the increased cost of education.

**DR. V. K. JOHN :** The high cost per pupil here is due to the lack of atmosphere that a parent would be looked down upon as an outcaste, if he did not send his child to school.



### COMPULSORY SCHOOL ATTENDANCE.

**SRI K. BALASUBRAMANIA IYER :** Let us proceed in the direction of universal free education and not compulsory education. Compulsory education in our country will not be so successful in the beginning. Let us try to give free education to all our children.

**SRI T. PURUSHOTHAM :** Attempts should be made to introduce compulsory education at all stages and not progressively as stated in the White Paper, at least in the National Extension and Development areas. The Centre should take up the responsibility for meeting the extra cost on account of compulsory education entirely.

### FREE MIDDAY MEALS.

**SRI T. PURUSHOTHAM :** The scheme should be put into force in all areas—not only intensive development areas, but other places. The State can meet, say, 50 per cent of the cost and the balance can be met from collections made from the people of the locality.

**SRI G. KRISHNAMURTHY :** It is a fallacy to think that the supply of midday meals would be an inducement to parents to send their children to school.

**DR. V. K. JOHN :** Is personally of the opinion that supply of midday meals will not solve the problem of increasing the number of children attending schools.

**SRI V. R. KRISHNA AYYAR :** To attract the children who belong to the lowest rungs of society, the children should be given midday meals and free books.

**SRI V. K. RAMASWAMY MUDALIAR :** The scheme should be started at least in selected areas.

### PUPIL-TEACHER RATIO.

**SRI P. B. K. RAJA CHIDAMBARAM :** The pupil-teacher ratio should under no circumstances be increased.

**SRI V. K. RAMASWAMY MUDALIAR :** The teacher-pupil ratio should be the same, in all schools whether under private management or otherwise. Either we must adopt the ratio followed by the private managements or the private managements should be asked to adopt the ratio of 35 : 1 existing in Government and Local Bodies schools.

**DR. K. B. MENON :** The number of pupils per teacher may be raised from 35 to 40. In raising the ratio, efficiency should not be impaired.

## II. DURATION, STAGES AND AGE STRUCTURE OF SCHOOL EDUCATION.

**SRI T. M. NARAYANASWAMY PILLAI :** Is doubtful about the utility of the rounding off course at the eighth year. There will be difficulty in framing a suitable syllabus. It may be wise to choose the 4 plus 3 plus 4 course instead of 5 plus 2 plus 4 for those who want to leave the school. The higher secondary stage of four years is a step in the right direction and the sooner it is implemented the better. The Government must have accepted twelve years for the complete course, the scheme in its entirety. Is in favour of a three-year course in regard to the rounding off course.

There should be an examination at the end of seven years.

**DR. A. L. MUDALIAR :** Prefers a middle school course of three years and a higher secondary course of four years. Has no objection to the seven-year course. Four years of well laid out course of instruction is quite good to get the training that is expected at the primary stage. If the middle school course which is equally important is split up into 5 and 2, it would only mean loss of efficiency and disaster. The fifth year of the existing schools may have the same syllabus as the first year of the three-year middle school. If the pupils pass out of the school after undergoing this course, the headmaster may admit them to the second year of the middle school. In this way the present structure will not be interfered with. Several schools may then gradually convert themselves into seven-year schools consisting of a primary and a middle school.

Four years of secondary course would be a very great improvement, because it would improve the quality and give the students a taste for vocation and provide them also a vocation. Those who leave the high school before or after the completion of the course may go to what are called trade schools. There must be provision in those schools for something like general or cultural education being imparted. Trade schools have definitely a place in our educational fabric for those who are not able to finish the seven-year integrated course and those, who after finishing are not willing to go to the higher secondary schools. Even in these higher secondary schools, in regard to some of the multi-purpose activities, it is not intended that it should be a four-year course. Some of them may be of three years' duration. It depends upon the nature of the course that they take.

We have lost the grant made by the Government of India for starting Higher Secondary Schools in the First Five-Year Plan. Let us avail ourselves of the help now.

If the Government finances do not permit of a large number of High Schools being converted into Higher Secondary Schools, it may be left to the Government to choose schools which they can convert. Let them choose only rural schools.

Recognition to Higher Secondary Schools should be based on very definite criteria which should be the responsibility of a special committee. We may have a committee for each district composed of three or four prominent persons; the District Educational Officer, undoubtedly, will be on the Committee. The recommendations of the Committee should go to the department and after the department has noted, it should go to the Government.

**SRI MOHAMMED USMAN :** It is better to have a four-year college course. The temporary arrangement that has been made now, viz., the pre-University course should very soon come to an end and this one-year course should be added to the schools which are prepared to have it. This is very expensive and many of the schools may not be able to do so. The Government should therefore press the Government of India to give a large amount of grant under the Second Plan, so that they may give grants to these schools to meet the expenditure.

**SRI V. CHAKKARAI CHETTY :** Three-year University course does not meet with his approbation.

**SRI E. H. PARAMESWARAN :** The compromise proposal, viz., eleven years of school education and three years of University education is acceptable.

There ought to be a seven-year integrated course of elementary education. As far as possible we should have all the seven years of study in the same school. It should be 4 plus 3 and not 5 plus 2.

**SRI K. BALASUBRAMANIA IYER :** The introduction of five standards in elementary education is only of recent origin. It will not be difficult to reorganize it by setting up four standards. There may be an integrated course from I Form to VI Form without any break in the middle at III Form.

**SRI G. KRISHNAMURTHY :** There cannot be much objection to having four years in the primary stage. The fifth year course of the primary school can be treated as the first year course of the middle school. The addition of one year at the high school stage is quite welcome.

**DR. V. K. JOHN :** Education must be of an All-India pattern. We must consult the Centre and see that an All-India pattern is evolved.

There should be four, four-year periods of education, viz., primary four years, middle school four years, secondary school four years and University course four years, making in all sixteen years.

**RAJA MUTHIAH CHETTIAR :** The addition of one-year course to the high school is unnecessary and 11 years are enough. Fifteen years of study is absolutely necessary before a man can be called a graduate and it is particularly so because the standards have gone down.

It is a wise thing to have four years' course in the primary schools so that it will help the schools to get over many of the inconveniences from which they are now suffering. Let them have a rounding off course to be known as higher elementary school final course if necessary and let them be given a certificate at the end of the period.

It will not be possible to upgrade and reach the result of the upgrading in the possible near future. Some upgrading will go on but still there will be deterioration in the standard of education. The Government should first of all improve the conditions of the class rooms and the teachers.

Let a Commission be appointed this year or in 1957 to go into the question whether the University Education should be for four years or five years and let them also investigate the standard of education imparted in the high schools.

**SRI V. R. KRISHNA AYYAR :** The 12 years school course is not necessary and four years high school course will give sufficient scope for children to become finished products.

**SRI P. B. K. RAJA CHIDAMBARAM :** There is no reason why we should not accept the pattern suggested by the Government of India, namely, eight years of integrated elementary (basic) education, three years of secondary education and three years of University education. Candidates who get 20 or 25 per cent of the marks in S.S.L.C. are admitted to the training schools and it is absolutely impossible to expect them to be so efficient in their work as to make the pupils attain the eight-year standard of education in a period of seven years.

**SRI S. C. C. ANTHONY PILLAI :** As far as elementary education is concerned we will go after quantity and as far as secondary education is concerned we will go after quality.

**SRI T. ANANTHA PAI :** There should be an integrated course of elementary education for a period of seven years. It may be considered whether every elementary school could not be converted into a higher elementary school as that would facilitate the boys to study till the seventh standard or the eighth year final course and to have general education in the village itself.

**DR. K. B. MENON :** An integrated system extending to eight years may be accepted. There is no need to divide it into lower elementary and higher elementary. Those who drop away may be given a rounding off course for a year.

If one year is taken away from the five-year period, lakhs of students will be thrown out. Also, ten to fifteen thousand teachers will be thrown out of their jobs. A uniform system of education throughout India should be followed. The University Education should be standardized. There should be an All-India policy from the primary stage up to the University stage.

**SRI C. KANDASWAMY :** The duration of schooling may consist of 11 years. But the present standard should be maintained. The break up of the school year is not as important as the change of syllabus. The 11-year schooling must be an integrated one, with link between Elementary, High School and College Education and also must fit into the All-India pattern. The proposal to allow a child who has completed seven years schooling to write a special VIII Standard examination is necessary, as it will enable the poor children (of villages) to have the minimum education.

**SRI R. KRISHNASWAMY NAIDU :** The 11 years' education should be an integrated course consisting of 8 years of Elementary Education and 3 years of High School Education. More interest must be shown in the implementation of Basic Education, which has been approved by all. A ten-year plan must be evolved to convert all the Elementary Schools, Higher Elementary Schools, Teachers' Training Schools, etc., to the Basic pattern.

**SRI N. RATHINA GOUNDER :** The age of admission to school should be 5 plus and this need not be increased.

**SRI P. RAMAMOORTHY :** The whole educational system must be reorganized with a scientific bias which alone will help in the industrialization of the country to reach the goal of Socialistic pattern of Society. The introduction of crafts in secondary stage is a revolutionary change which should be supplemented with an adequate scientific knowledge.

**SRI T. C. NARAYANAN NAMBIAR :** There is no need to raise the school course from eleven to twelve years. He is strongly of the view that the University course need not be one of four years, and welcomes a three-year course, as the present Intermediate course serves no purpose.

If the goal of the Socialistic pattern of Society, is to be reached, the foundation has to be laid in the children of three to six years. The White Paper makes no mention of their education, which goes by the name of Nursery, Kindergarten, Montessori School, etc.

**SRI O. P. RAMASWAMI REDDIAR :** There is no point in changing the time, age or duration of the course of education. These are only superficial changes. There should be basic changes in the educational scheme. They should be related to the country's economic condition, educational needs and other aspects. The White Paper is silent about basic education which should be imparted to all. Agricultural schools should be opened in large numbers to train people for actual work in the fields.

He feels that no mention has been made about education of girls. There is no point in giving the same education to both boys and girls. The education of girls, if it should be of any use, should prepare them not for jobs only but also for taking up the responsibilities of the family.

He is against the rounding off examination at the VIII Standard for those who are going to stop with elementary education. He feels that it is wrong to ask children to make a decision even at such an early stage, as they may not be in a position to take such a decision.

**SRI A. SAMBASIVAM :** Those who have passed VIII Standard in Elementary Schools, should be able to join the IV Form in High Schools. The Pre-University course may with advantage be attached to the High School.

**SRI S. RAMALINGAM :** Boys in villages should not be allowed to discontinue their studies after the VII standard, merely because there is no VIII Standard in their village.

After passing the VIII Standard, they should not be made to study in the same standard in a high school, when they intend to continue their studies, but allowed to join in the IX Standard.

## REGULATION OF SCHOOL-AGE.

**SRI T. M. NARAYANASWAMI PILLAI :** Five plus or six would be only in the interest of people who belong to the backward classes who attain maturity at a later age. But no bar should be placed against a child's admission earlier. There should be provision for pre-primary courses especially when there is provision for entrance only at the age of 6.

**DR. A. L. MUDALIAR :** Pre-primary or nursery school of one year's duration may be in the fifth year of the child. A care-taker or any person who can spare 2 or 3 hours will be able to manage. There should not be any attempt at serious study. The expenditure on pre-primary school will be much less than in eighth-year course. Government should consider the utilization of women teachers on a very large scale in the whole field of primary education and more particularly in nursery schools. In the nursery schools, the children may be asked to attend for 3 hours, say from 7 a.m. to 10 a.m. or from 8 a.m. to 11 a.m. The managements themselves may be given the option, if they agree, to undertake this pre-primary education without any obligation on the part of the Government to subsidize such pre-primary education.

**SRI T. PURUSHOTHAM :** Is against raising the age of admission to 5½ plus.

**SRI B. H. PARAMESWARAN :** Accepts the school-age suggested by the Government for admission to the school and also 16½ plus as the age for admission in the College.

**SRI K. BALASUBRAMANIA IYER :** The minimum age for initial admission may be 5 plus and the age for College admission 17 plus.

**DR. V. K. JOHN :** The age of admission need not be limited to 5 or 6. If it is preferred to send a child at 4, the parents may do so and the child enabled to complete the high school education at the age of 14 or 15.

**SRI G. KRISHNAMOORTHY :** There cannot be much objection to admission being at the age of 6 plus.

**SRI V. R. KRISHNA AYYAR :** The age-limit of 5½ years is a *via media* which must be welcomed.

**SRI P. B. K. RAJA CHIDAMBARAM :** The age of admission should continue to be five and not changed to 5½. If pre-primary education is necessary at all, it is necessary only in the case of children coming from poor homes.

**SRI V. K. RAMASWAMY MUDALIAR :** The practice of admitting children in the school on the completion of five years may continue as at present.

**SRI O. P. RAMASWAMI REDDIAR :** It is not necessary to raise the age of admission from 5 plus to 5½ plus, for the reason that our children reach the stage to receive instruction even at the age of three. They will be spoiled if they are kept out of the school till they attain the sixth year.

**SRI P. RANGASWAMY REDDIAR :** The age of admission to schools should not be increased from 5 plus to 6 plus, since our young children have got the aptitude for study even from an early age. It is neither justifiable nor necessary to increase the age of initial admission to school, in order to fix the age of admission to college at 17.

**SRI B. K. NALLASWAMY :** The question of raising the age of admission to schools should not be related to the age of passing the higher secondary school examination or the date of admission to College, but the criterion should be whether the children are able to understand and assimilate at a given age, the lessons taught to them in the class. Hence, the age of admission should remain at 5 plus as at present.

**SRI V. BALAKRISHNAN :** Facilities should be increased in villages for pre-primary education (like Kindergarten school, etc.), so as to inculcate in the children the habit of learning from an early age. In the absence of such facilities in this country, there is no justification to increase the age of admission from 5 plus to 6 plus. There are no age restrictions in other countries regarding the admission of children to school. They find out the aptitude of children at an early stage and give them training in the particular branch in which he or she is interested. This is beneficial both to the country and to the individual.

**SRI V. MUTHU :** The children must start their education sufficiently early because they will be able to understand things much more easily at the early stages. But there is no need for a controversy regarding the raising of age of admission from 5 plus to 5½ plus as the difference between 5 and 5½ years is not much.

**SRI D. KRISHNAMOORTHY GOUNDER :** The age of admission should not be raised from 5 to 5½. As it is, many people do not continue or complete their studies up to college or even elementary education stage. This being so, to increase the age of admission, in order to be in tune with the age of admission to college, is not proper.

**SRI P. KRISHNASWAMY NAIDU :** The age of admission may continue to be 5 plus. The Secondary School age may be 13 and the age of entrance to College may be 16.

SRI C. KANDASWAMY : To say that the proposal of the Government to increase the age of admission to school to  $5\frac{1}{2}$  plus and to College to  $16\frac{1}{2}$  is directed to affect the lower class people, is not correct. On the other hand the proposed change is based on sound-principle, viz., that the child is ready for school only after sixth year. But this does not preclude the child from pre-primary schooling.

SRI A. SAMBASIVAM : When there are no proper arrangements for pre-primary schooling (like Kindergarten, Nursery, etc.), it is not reasonable to raise the age of admission from 5 plus.

SRI G. SAMIA KOORAYAR : The age of admission of children is put at  $5\frac{1}{2}$  plus, whereas in cold countries it is 5. The age of admission in a tropical country like India should be  $4\frac{1}{2}$ .

### III. REVISION OF THE CURRICULA AND THE SYLLABUSES OF SECONDARY EDUCATION INCLUDING HIGHER SECONDARY AND THE MULTI-PURPOSE COURSES OF STUDY.

DR. A. L. MUDALIAR : Diversified courses have not proved the success that was expected of them. The reason is that a good deal of thought is necessary to give a stimulus to the course. How the courses are to be planned, how they are to be taught, what type of training should be given to the teachers will require a good deal of study.

SRI T. PURUSHOTHAM : The *via media* proposed may be accepted. The other recommendations of the Secondary Education Commission may also be accepted, particularly the proposal for starting multi-purpose schools with diversified courses in rural areas, special emphasis being laid on development of agriculture, horticulture and so on. In drawing up the syllabus for secondary schools, special mention should be made that distinctive syllabus should be prepared for secondary schools for girls to give it the domestic and maternal touch. All these may receive due consideration at the hands of the Government and the Special Officer.

SRI E. H. PARAMESWARAN : Strongly supports the proposal with reference to the multi-purpose schools. Half the number of schools that exist to-day should be converted into multi-purpose schools during the next three or four years.

SRI G. KRISHNAMOORTHY : It is quite unjust to increase the number of working days from 180 to 200 in high schools. If we examine the question in detail by excluding two days in a week for 52 weeks in the year and 20 festival holidays, we will find only 241 days available in a whole year. If the number of working days is increased to 200, high schools will be left with only 41 days. Each teacher has to take at least 60 days to correct all the terminal examination papers. It is not therefore proper to increase the number of working days in the case of high schools.

SRI N. K. PALANISWAMI : Agriculture should be included in the curriculum of multi-purpose schools. Pupils discontinuing their study after the VII or the VIII standard should be able to take up some vocation.

### REVISION OF THE CURRICULA AND SYLLABUSES OF ELEMENTARY EDUCATION INCLUDING BASIC EDUCATION.

DR. A. L. MUDALIAR : Few there are who know the requirements of Basic Education and how impossible it is at present to secure the services of real basic trained teachers who are to be of a very much higher calibre than the primary education teachers. That is the main difficulty in accepting basic education as the pattern to be implemented immediately. Merely saying that hundreds and thousands of primary schools will be converted into basic schools is not good. It is putting back the clock of educational progress by at least a decade or more.

SRI T. PURUSHOTHAM : Steps should be taken to implement revised syllabus at least in 1957-58 and towards that end, immediate action (appointment of a Special Officer, etc.) should be taken.

SRI G. KRISHNAMOORTHY : It is quite unjust to increase the number of working days in elementary schools from 220 to 240. It is a sin to think of increasing the number of working days, for the health of children will be greatly affected if they are kept for more number of days in elementary schools, which are nothing more than jails.

SRI V. R. KRISHNA AYYAR : We must change the content of education so that it may really become Indian. The shift system must be introduced wherever it can make headway.

SRI S. C. C. ANTHONY PILLAI : There should be a clear formulation of policy in regard to Basic Education. This question of Basic Education must be linked with the final decision on the policy that the Government are going to follow with reference to cottage industries.

**SRI N. RATHINA GOUNDAR :** The standard of efficiency should be increased by suitably revising the syllabus. Importance should be given to manual work. Weaving need not be given undue importance as there is lot of unemployment and misery among weavers.

#### ENGLISH AND HINDI IN SCHOOLS.

**SRI MOHAMMED USMAN :** In schools and colleges the ideal medium of instruction would be in mother-tongue, viz., Tamil, for this State. But we cannot at present afford to neglect English and Hindi and we should see to it that great encouragement is given to both these languages.

**SRI V. CHAKKARAI CHETTY :** For some years to come, English may have to be retained.

**DR. V. K. JOHN :** We must make Hindi compulsory. It must take the place of English as our national language or the language of the Union. English also must be there. We must teach three languages, viz., Tamil, Hindi and English. The languages of the minorities should not be taught. Minorities in this State should compulsorily teach Tamil to their children. Tamil must be compulsory for everybody. We must provide for immigration of students and Professors from one University to another and this would be possible only if we have an all-India pattern of University Education. If there is immigration of students from one University to another, they can learn other languages and thus create an emotional integration of the country. Therefore, every University in India should have the same curriculum and students must be enabled to take one term in one University, another term in another University and take the examination in a third University.

**SRI V. R. KRISHNA AYYAR :** We must have a national language. The regional language must be the first language. The second one must be English. The national language, whatever it is, and the English language must receive equal consideration. It may be optional but it need not be relegated to a third place.

**DR. K. B. MENON :** English should be continued. Second precedence must be given to Hindi. But the teaching of Hindi should begin from the lower classes. Three languages for a student to learn are not too much.

**SRI P. RANGASWAMY REDDIAR :** The students are put to too much difficulty by the adoption of different media of instruction in schools and colleges. Either, it should be Tamil in colleges also or important subjects should be taught in English in the high schools.

**SRI B. K. NALLUSWAMY :** An elementary knowledge of Hindi is essential; this knowledge should enable them to read, write, speak and understand. To-day there are Hindi teachers in schools, and periods allotted for teaching Hindi are utilized for teaching other subjects. Those who learn Hindi will get an initial advantage, and there will be hue and cry from those who have not learnt it, for concession to appointments, etc., Hindi which is an optional subject, at present, should be made a compulsory subject for promotion to a higher class and a minimum should be prescribed for it. This minimum may be 20 per cent or 25 per cent. It is enough if it is introduced in IV Form.

**SRI S. RAMALINGAM :** Tamil should be the medium of instruction in colleges also since it has been accepted as the official language of the State and since it is the regional language of our State. This should be given effect to at least from the date on which the Reorganization of States comes into effect. This will go a long way in minimizing the difficulties of our students who are all of a sudden faced with a new medium of instruction in colleges. No mention has been made about this in the White Paper. The Government should declare their definite policy on this point.

**SRI V. BALAKRISHNAN :** Hindi should be learned by everybody not because it is going to be national language but because there is no harm in learning as many languages as possible. It need not be a compulsory subject, but it should be an optional subject which could be learnt by those interested in it and interested in getting Central Government jobs.

**SRI D. KRISHNAMOORTHY :** English should be started even in the elementary education stage as it will give the pupils a better grasp, when they enter college classes where the medium of instruction is English.

**SRI R. KRISHNASWAMY NAIDU :** English should be a compulsory subject in Standards VI, VII and VIII of Higher Elementary Schools. In secondary schools, English and Hindi should be made compulsory.

**SRI P. RAMAMOORTHY :** The argument that Tamil cannot be the medium of instruction because it does not possess adequate substitutes for technical terms is fallacious. Scientific terms in Tamil can be found only after Tamil has become the medium of instruction. Another advantage of Tamil being the medium of instruction is that it will

be easier for the students to understand what is taught in their own language than in an alien tongue. Government should take a bold decision in the matter and give an early start.

**SRI G. SAMIA KOORAYAR :** Sufficient importance has not been given to Hindi. It is essential that there should be a common language which will improve our relation with the Centre. In this context, it is necessary that Hindi, which is spoken by the majority of the people in the land, should be the common language. He therefore suggests that Hindi should be made a compulsory subject.

**SRI T. C. NARAYANAN NAMBIAR :** The mother-tongue should have the first place; Hindi should be given the second place and English the third place.

#### IV. OTHER SUBJECTS.

##### TEACHER PAY AND CONDITIONS OF SERVICE.

**SRI T. PURUSHOTHAM :** Importance of the grant of teacher benefits and revision of salary scales of teachers cannot be over-emphasized. These cannot be put off any longer. Any decision that is to be taken should give permanent relief to all teachers.

There are not many trained teachers and therefore the retirement age of teachers could very well be raised to 60.

**SRI E. H. PARAMESWARAN :** If, during the Second Five-Year Plan, we are not able to do something to raise the status and the emoluments of the teachers, all talk of educational reconstruction will be a failure. A living wage of Rs. 50 should be given to all elementary school teachers. We should find ways and means to see that the teacher is paid a living wage.

**SRI G. KRISHNAMOORTHY :** The security of tenure of teachers requires attention. Twenty-five per cent of the net profits derived by the publishers of text-books should be given as contribution by them to the Teachers' Maintenance Fund.

**SRI V. R. KRISHNA AYYAR :** The pay of teachers should be increased immediately and it is a matter of urgent need. They should be given some appreciable increase in their pay and there must be uniformity. An increase in their pay should be announced as part of the programme before we work out this scheme.

**SRI V. K. RAMASWAMY MUDALIAR :** There should be uniform rates of pay and there should not be any discrimination in the scales of pay.

**SRI S. C. C. ANTHONY PILLAI :** The emoluments that we are offering to a teacher are undoubtedly a very important criterion in recruiting the right type of men.

**SRI S. RAMALINGAM :** Steps should be taken to improve the status of teachers. There should be security of service of the teachers and any disciplinary action against them should be taken only after following the procedure prescribed in such cases.

**SRI V. MUTHU :** The conditions of service of teachers and their scales of pay should be improved. He suggests the utilization of surplus funds in temples and endowments for increasing the scales of pay of teachers.

**SRI A. SAMBASIVAM :** It is essential that a decision regarding the increase of pay is taken now though it may be given effect to gradually if not all at once. To postpone this on the ground of finance will not be conducive to the success of the plan of educational development.

**SRI G. SAMIA KOORAYAR :** At least an increase of Rs. 10 per mensem may be given to teachers over their existing emoluments.

**SRI P. RANGASWAMI REDDIAR :** The teachers are paid only half of what is due to them normally, but that can be justified because they enjoy leisure for six months in a year. They may be paid more and required to work more by curtailing the number of holidays.

##### IMPROVEMENT OF SCHOOL MANAGEMENT.

**SRI T. M. NARAYANASWAMI PILLAI :** Local bodies, by reason of their composition, are unable to deal successfully with elementary education. Some compact committee containing official and nominated elements should be formed. Some 200 or 300 schools or one or two taluks together may be placed under the committee.

**SRI T. PURUSHOTHAM :** Does not favour the proposal that Regional Boards should be appointed to manage the elementary schools. The ideal arrangement would be to provincialize the system. The smaller units for administration of local affairs proposed by Government in the place of district boards will be able to tackle elementary education quite well; Regional Boards are not necessary and the district boards may continue to do the work for the present.

Government may issue necessary orders without delay for the constitution of Standing Committees on Education for taluks, as proposed in the White Paper.

**SRI V. R. KRISHNA AYYAR :** It is time to scrap the system of private agency, so far as certain districts are concerned; the beginning can be made with Malabar by taking over all the schools which are under private management. The schools under the control of local boards, municipalities and panchayats may be taken over gradually.

Even as the University course has been entrusted to an autonomous body, the management of primary and secondary education may be entrusted to the care of a similar autonomous body, without its being directly a department of Government.

**SRI T. C. NARAYANAN NAMBIAR :** Private managements should be put an end to, the earlier the better.

**SRI A. SAMBASIVAM :** Schools under the control of private managements should be handed over to Regional Boards or to local bodies.

**SRI P. RANGASWAMI REDDIAR :** It will be in public interests as well as in the interest of State finances, if schools under private management are taken over by Government.

#### REVISION OF GRANT-IN-AID RULES.

**SRI G. KRISHNAMOORTHY :** Unless the Grant-in-Aid Code is revised and all the money paid by the parents in the shape of school fees, special fees, etc., is remitted direct into the treasury and the teachers are paid direct from the treasury, Government will not be doing the right thing. Teachers should be paid direct from the treasury under the authority of the headmaster who is to be treated as a Gazetted Officer for this purpose.

#### MATTERS OF GENERAL IMPORTANCE.

**DR. A. L. MUDALIAR :** One of the recommendations of the Secondary Education Commission, which he feels compelled to plead with the Government to take note of at an early stage is the establishment of a Directorate of Technical Education. This should be one of the very important things that the Government may earnestly consider, if Technical Education is to make any progress. There must be provision for separate personnel with responsibility to take charge of Technical Education and they should be co-partners with the Director of Public Instruction and not subordinate in capacity to be overruled by him. These persons must be persons of some consequence and must possess the qualifications, experience and attainments in the particular spheres.

The Director of Public Instruction should have direct access to the Minister whenever necessary.

The work of Secretaries to Government should be co-ordinated in the field of education. There should be a Committee of Secretaries who will meet once a year or twice a year when important events have to be discussed.

There should be a Committee of Ministers of the concerned departments of education, who may meet once a year. The Secretaries will put up the items to be discussed and things can be disposed of quickly and speedily.

**SRI T. PURUSHOTHAM :** There is no need to give the Director of Public Instruction the status of a Joint Secretary to Government. He can certainly have direct access to the Minister. The present Secretariat system is good and it should be continued.

**SRI MOHAMMED USMAN :** The Minister should be associated with a permanent Advisory Committee of both the Houses of the Legislature. The object of the Committee will be to advise the Minister and its advice need not be binding upon him. It is only for placing the non-official view on education before the Government.

**SRI E. H. PARAMESWARAN :** It would be very good if there is a permanent Advisory Committee.

**SRI G. KRISHNAMOORTHY :** The Director of Public Instruction should be called the Director of Education. There should also be a Director of Technical Education to see that the multi-purpose schools work properly.

**SRI S. SWAYAMPRAKASAM :** The system of having one set of text-books for any length of time, which is in vogue in some other countries, must be followed.

**SRI A. SAMBASIVAM :** There is no need to appoint a Special Officer and the Director of Public Instruction should be the sole controlling authority in all educational matters.

**SRI P. RANGASWAMI REDDIAR :** Text-books are now written for commercial gain. Government may publish text-books for all classes in the same way as they do for S.S.L.C. class, in the interest of pupils, regardless of profit or loss in such undertaking.

**SRI S. RAMALINGAM :** Tamil should be the medium of instruction in colleges also, positively from 1965 and Government should take steps to this end.

**SRI N. K. PALANISWAMI :** Moral instruction should be imparted from Standard I.

**SRI P. G. MANICKAM :** Women teachers should be employed even in higher classes than classes I to III.



## DIGEST OF VIEWS EXPRESSED OUTSIDE THE LEGISLATURE FURNISHED (BY THE DIRECTOR OF PUBLIC INSTRUCTION).

The opinion is that the shift system as a general pattern is a thoroughly unsatisfactory arrangement from the educational as well as from the practical point of view, and that it may be thought of only as a purely temporary expedient where problems of accommodation and equipment cannot be otherwise solved.

### FREE MIDDAY MEALS.

Provision of midday meals is considered very desirable. It has been suggested that the scheme may be extended to all areas wherever voluntary contributions from the public are forthcoming. Some have also suggested that in very backward and poor areas, a lower percentage of contribution than usual may be accepted.

### PUPIL-TEACHER RATIO.

Opinion is in favour of 1 : 30 in the case of elementary schools.

### DURATION, STAGES AND AGE STRUCTURE OF SCHOOL EDUCATION.

There is unanimous agreement on two points :

- (i) that the entire school course should consist only of 11 years;
- (ii) that a common terminology of standards I to XI should be adopted in respect of all types of schools.

Among the few individuals who have sent their opinions, only Sri V. Bashyam Iyengar, M.L.C., thinks that the decision regarding the length of the school course should be dependent upon the decision of the University regarding the length of the degree course, that if the University decides to have four-year degree course, we should have a 11-year school course, but if they decide to have a three-year degree course, we should then have a 12-year school course.

### VIEWS OF ELEMENTARY SCHOOL TEACHERS' ORGANIZATIONS.

The existing organizational pattern is 5 years of Lower Elementary course, 3 years of Higher Elementary or Middle or Senior Basic School course and 3 years of High School course. The suggestion made in the White Paper is that this 11-year course should be divided into 5 plus 2 plus 4.

Elementary School Teachers' Organizations are in favour of retaining the existing pattern, i.e., 5 years for a Lower Elementary and 3 years for a Higher Elementary School.

### VIEWS OF SECONDARY SCHOOL TEACHERS.

The Working Committee of the South Indian Teachers' Union endorses the proposal of the Government that the Higher Secondary School course should be of 4 years' duration after completion of the Senior Basic or Middle School, which should be an integrated course of seven years, but that the 7-year course might be split up into a junior stage of four years and a senior stage of three years.

The Organizations of Secondary School Teachers like the District Teachers' Guilds and Headmasters' Associations are generally in favour of dividing the course as 5 plus 2 plus 4. There is practically no support for dividing the course as 4 plus 3 plus 4.

The following resolution was passed at the Madras State Educational Conference :—

“ This Conference endorses the proposal of the Government in the White Paper on Education that the Higher Secondary School course should be of four years' duration following an integrated course of seven years of Elementary Education.”

The Conference, however, did not say anything about the suggestions to split up the 7-year course into 5 plus 2, or 4 plus 3.

### VIEWS OF THE BOARD OF SECONDARY EDUCATION.

The decision of the Board of Secondary Education was as follows :—

- (a) The entire school course should be of 11 years' duration.
- (b) The Lower Elementary School course should continue to be of five years' duration and not reduced to 4.
- (c) The Higher Elementary Schools should continue to have all the eight standards and not be reduced to seven standards. To enable migration, when inevitable, and to avoid hardship to such pupils as are obliged to migrate from one school to another—
  - (1) the syllabus should be the same for the corresponding standards of different types of schools;
  - (2) the qualification for the class teachers should be the same, so that the syllabus may be properly covered.

## VIEWS OF DEPARTMENTAL OFFICERS.

The District Educational Officers and the Inspectresses after a full discussion of the problem, arrived at the following conclusions :—

The entire school course should be only of 11 years' duration. There should be one integrated syllabus for the first 8 years of schooling irrespective of the fact whether the pupil is in :

- (a) Elementary school,
- (b) Middle school, or
- (c) Senior basic school.

The course of study should be the same in the corresponding standards, both in higher elementary and middle school standards.

The lower elementary schools should continue to have five standards as at present. It should not be reduced to 4. The reduction of one year in the lower elementary course would lead to :

- (a) retrenchment of such a large number of teachers that they could not be fully absorbed in additional posts, thereby increasing unemployment;
- (b) the duration and quantum of primary instruction easily available to children in rural areas at an impressionable age will be reduced; and
- (c) it will take us away from the goal of compulsory education up to the age of 14.

The next stage (Standards VI, VII and VIII) will, therefore, naturally be of three years. It is better to follow the All-India pattern.

There is no support for the proposal regarding the provision of a Higher Elementary School Final Course to round off the Education of those who are about to enter life. The Board of Secondary Education is of the view that the "rounding off course" is unnecessary. The 8th standard of a Higher Elementary School should follow the same syllabus as the 8th standard of a Secondary School and the pupils who complete the 8th standard in a Higher Elementary School should be allowed to join the 9th standard of a Secondary School.

A common Public Examination at the end of the XI Standard is considered necessary. As to the need for a Public Examination at the end of the VIII Standard, there is difference of opinion. The reason given in support of conducting an examination at the end of the VIII Standard is that those pupils who discontinue their studies can have a reliable certificate that may be helpful in seeking jobs, while those who continue their studies will be of tested mettle. One view expressed is that this examination may be on a District or Regional basis. Maintenance of cumulative record is necessary.

Increasing the number of working days from 180 to 200 in the case of Secondary Schools and continuance of 220 working days, including attendance at Teachers' meetings, in the case of Elementary Schools is suggested.

## DIRECTOR OF PUBLIC INSTRUCTION'S REMARKS.

It is seen that broadly speaking there is difference of opinion between elementary school teachers and secondary school teachers. Elementary school teachers want to have the present arrangement to continue, i.e., they want an integrated course of eight years with the present two types of schools—V Standard schools and VIII Standard schools—but with better efficiency. On the other hand, secondary school teachers are generally for increasing the length of the secondary school course by reducing the duration of Elementary Education.

There is, however, agreement on the following points :—

- (i) That the course should be of eleven years' duration.
- (ii) That the same syllabus should be followed in all types of schools—high schools, middle schools and higher elementary schools.
- (iii) That the teacher in charge of the 8th-year class should be a trained graduate.

The difference of opinion is only as to whether the line should be drawn at the end of the 7th year or at the end of the 8th year. In deciding this point, the fact should be kept in view that the number of High Schools in the State is 918, and the number of schools that provide an eight-year course is 2,796 (Higher Elementary Schools 2,696, Middle Schools 100). It does not appear practicable to remove the 8th standard from the 2,796 Higher Elementary and Middle Schools, and add them on to the 918 High Schools. As it is, High Schools are over-crowded.

## REGULATION OF SCHOOL AGE.

## VIEWS OF ELEMENTARY SCHOOL TEACHERS' AND MANAGERS' ASSOCIATIONS.

Elementary School Teachers' Association, Elementary School Teachers' Unions, Managers' Associations and Teacher-Managers' Associations are in favour of retaining 5 plus as the age of admission.

## VIEWS OF SECONDARY SCHOOL TEACHERS.

Teachers' Guilds of some of the districts have supported the proposal to raise the age of admission, but subject to the condition that provision should be made for pre-primary Education, for the reason that "the children cannot be left to take care of themselves in the year or two immediately preceding the age of admission, as this period is the most important formative stage in their development."

Teachers' Guilds of other districts, taking a realistic view of the situation, have recommended the continuance of *the status quo*. The following comment from one of the Guilds is typical. "Any rigidity with regard to the age of admission in Elementary School might deny opportunities to thousands of children of the age of five, to have any kind of schooling, until such time as pre-primary or nursery schools, aided or unaided, come into existence in quite large numbers. So, we request that *the status quo* might be maintained and children with age qualifications of 5 plus be taken into Elementary Schools."

Headmasters' Associations are generally in favour of retaining 5 plus as the age of admission. The following extract from the report received from one of the Headmasters' Associations gives reasons for their decision why the age of admission should be 5 plus :

"Opinion was unanimous that the age of admission should be 5 plus, and not 5½ plus as mentioned in the White Paper, and a child should have completed five years at the time of admission. The reasons advanced were—

(a) Boys and girls are curious to learn even at the age of 3 or 4 and so this curiosity should not be stifled by keeping them away from school.

(b) In the absence of Kindergarten and Nursery schools formal education should begin at 5 plus to provide opportunities for children to satisfy their innate curiosity and desire to learn.

(c) In villages, pupils are withdrawn from schools by parent for helping them at the age of 9 or 10 and hence such pupils will have the benefit of one more year of schooling if the age of admission is 5 plus.

(d) Boys and girls are, as a rule, mentally advanced in Tamil Nad and the age of 5 for admission cannot, therefore, be considered low."

## OPINIONS RECEIVED FROM DIFFERENT SECONDARY SCHOOLS.

Teachers of a few High Schools are in favour of raising the age of admission to 5½ years, but a very large number of them are in favour of 5 plus.

Teachers of one High School after another have stressed the point that raising the school-age will have the effect of reducing the total period of schooling. The teachers of one school state: "The admission of children at the age of 5 has another advantage, that is, they stay in the school for a longer period and are benefited much, since many pupils at about the age of 10 leave the school either to seek employment or to assist their parents in their work." Teachers of another school say: "In rural places poor parents want their children to do work and earn or to look after the smaller ones in the house only after the age of 10. So, if they are admitted at 5 plus before they are stopped by their parents from further study, they can complete five years of study and become permanent literates. Moreover, under the existing conditions of unwholesome atmosphere, it is better to take these poor children into the fold of elementary schools as early as possible so that they can get into proper environment and form good habits." Teachers of a third school state: "The prevailing economic conditions do not permit most of the children above 10 to continue in school. Therefore, the aim should be to make them learn as much as possible before they are forced to leave school under circumstances beyond their control. Any increase in the age of admission will be bound to have deleterious effects on poor classes." Teachers of a Girls' High School report: "The age of admission should continue to be 5 as most of the children, especially girls, will then have a chance of continued education for at least 5 years before they are withdrawn from school." The teachers of yet another school write: "All are opposed to an increase in the age of admission from 5 plus because children are quite fit physically and mentally to start schooling at this age as seen from the results of past practice: also in the case of those who drop off in the middle—and this is not a very inconsiderable number—the earlier they are sent to school, the longer will be their period of stay at school."

This question was also considered by the XLVI Madras State Educational Conference in May 1956. The following resolutions were passed at that Conference:—

(a) This Conference is of the view that *the age of compulsion* should be six. If a child should complete the age of six on the 2nd October of a year the child may be admitted in school earlier in June of that year.

(b) This Conference recommends that adequate provision should be made for pre-school education by the opening of infant departments of one or two years' duration in all elementary schools.

It will be seen that the Conference has recommended a higher age-limit only for enforcement of compulsion; but so far as the age of admission into school is concerned, it seems to be recommending admission of children even at the age of four.

#### OPINIONS OF INDIVIDUALS.

Opinions from individuals also have been received. Some of them recommend 5 plus, and some recommend 5½ plus, provided arrangements are made for pre-primary Education. One gentleman writes: "The present practice of admitting children who are 5 plus has not given rise to any undesirable results. Those that advocate a change have no psychological grounds for their proposal. They have approached the problem from a wrong end. It is first assumed by them that the degree course in colleges should be of 3 years and admissions to it made only at 17 plus. From this it is deduced that if the entire school course lasts for 11 years, admission to schools may be made at 6 plus. If the course is to last 12 years, they have no objection to admit a child to the first class at 5 plus.

"If it is admitted that mental maturity has some correlation with physical maturity, children in the tropics ought to start and end schooling earlier; at any rate, there is no ground to keep the child at home till 6 plus."

#### VIEWS OF THE BOARD OF SECONDARY EDUCATION.

The Board of Secondary Education is also of the view that the age of admission into Standard I should be 5 plus.

#### VIEWS OF DEPARTMENTAL OFFICERS.

The District Educational Officers and Inspectresses discussed thoroughly the proposals contained in the White Paper, and their unanimous and considered decision was that the age of admission should continue to be 5 plus and not raised.

#### DIRECTOR OF PUBLIC INSTRUCTION'S REMARKS.

Opinion is overwhelmingly in favour of retaining 5 plus as the age of admission. Even the few organizations that are in favour of raising the age of admission have made their recommendation on condition that provision is invariably made for educating even before the age of 5½ in all schools. There are 21,423 elementary schools in the State. If one or two "Infant Classes" are attached to each elementary school, there will have to be 42,846 Infant Classes. Apart from the enormous cost involved in the proposal, there is the practical difficulty of securing the services of so many teachers with the necessary training for these Infant Classes.

Taking all these into consideration, I am in agreement with those who plead for the continuance of *the status quo*. I also consider that one suggestion that has been made in this connexion, deserves acceptance. The suggestion is that 5 plus should be the age of admission in Standard I and that correspondingly the age of admission should be fixed for admission into Standard VI so that under-aged pupils may not join intermediate standards and complete the last standard, viz., Standard XI, before attaining age of 16 plus.

#### REVISION OF SYLLABUSES OF ELEMENTARY EDUCATION INCLUDING BASIC EDUCATION.

It is agreed that the syllabus should be revised and a higher standard aimed at. At the same time, it is felt that the upgrading should be evenly distributed over the full course of 11 years.

The suggestions that have been made in this connection are—

- (1) that parallel advanced courses may be introduced in Colleges;
- (2) that pupils who take Diversified courses in the High School should preserve the possibility of joining a college in Arts and Science courses. To achieve this end, the High school syllabuses in Diversified subjects should be suitably revised; and
- (3) that the pupils who have successfully undergone the Diversified courses in High schools should have an advantage over others in the duration of the course in Polytechnics or in Professional Colleges.

#### ENGLISH AND HINDI IN SCHOOLS.

Every one is in favour of the view that English should be a compulsory language. Only Sri V. Bashyam Ayyangar, M.L.C., writes: "English and Hindi may both be placed on an equal footing and option may be given to the pupils themselves to take up either of them as the compulsory subject and the other as the optional subject."

With regard to the stage at which it should be introduced, some are in favour of introducing it in the V Standard and others in the VI Standard. But since any new subject that is to be newly introduced should be at the beginning of a stage and not at the end, the suggestion to start the teaching of English in Standard VI as at present is acceptable.

Throughout the State, with the exception of West Coast, the prevailing opinion is definitely for continuing Hindi as an optional subject, but making provision for the teaching of Hindi compulsory in every secondary school.

As to the question when exactly the teaching of Hindi should commence, some are of the view that it should be introduced in Standard VI, and some favour the postponement of its introduction to the High school stage. The following is a typical recommendation from a District Secondary School Headmasters' Association :—

“The study of Hindi could be postponed to the IX Standard stage when pupils are likely to take to it more willingly, and that more periods should be allotted to the teaching of Hindi than at present.”

#### Views of the Board of Secondary Education.

The Board of Secondary Education has made the following recommendations :—

“Teaching of Hindi should be introduced in the 9th Standard instead of the 6th Standard as at present. But the number of periods allotted to Hindi should be increased. The existing practice whereby every recognized Secondary school is required to make provision for the teaching of Hindi compulsorily but leaving the pupils the option to study it, should be continued.”

The teaching of English should begin in Standard VI.

#### Transition Programme.

There is general agreement that the new courses of study should be introduced from 1957-58. But as to the stage or stages at which the new courses have to be introduced, there is no unanimity. The majority opinion, however, is in favour of introducing them in Standard I and Standard VI simultaneously.

With regard to the transition programme chalked out in the White Paper, it has been pointed out that if it is followed, six batches of pupils studying in Class III to New Standard VII will have to put in 12 years of schooling before completing the new Standard XI, and that this will be a handicap to those pupils and their parents. It has, therefore, been suggested that the Post-Primary course and the new Standard VI may be merged into one year study.

#### Views of Board of Secondary Education.

The Board expressed the following view :—

If the syllabus is introduced in Standard I and worked up year by year, it will take 11 years for the schools to be upgraded. As this is a very long period, the syllabus may be introduced simultaneously in Standard I and Standard VI. The year 1956-57 will be the year of preparation when syllabus will be prepared and text-books written. The syllabus can be introduced in 1957-58.

#### Other Subjects.

Opinion is in favour of abolition of the Elementary Grade training.

There is a persistent demand for revision of salaries of teachers and giving them better scales. It has also been suggested that there should be no difference in the scales of pay of Secondary Grade teachers in whichever type of school they may work.

Trained Graduates that may be employed in Higher Elementary schools, as has been suggested, should also be given the B.T. scale of pay allowed to B.T. Assistants working in Secondary schools.

There is agreement that the retiring age of teachers should be 60.

#### Director of Public Instruction's Remarks.

As it may not be desirable to make a distinction between teachers working under different managements, I would suggest that if the age of retirement is accepted as 60, it should be made applicable to those in Government service also.

AGENDA FOR THE MEETING OF THE COMMITTEE OF THE LEGISLATURE ON THE WHITE PAPER  
ON EDUCATION .

LIST OF SUBJECTS.

I. ARTICLE 45 OF THE CONSTITUTION.

- A. Phased programme of implementation.
- B. Ceiling rate of public expenditure *per capita*.
- C. Compulsory school attendance.
- D. Free midday meals.
- E. Pupil-teacher ratio.

II. DURATION, STAGE AND AGE STRUCTURE OF SCHOOL EDUCATION.

- A. Duration of school education.
- B. Break-up of school education into Elementary and Secondary Education.
- C. Regulation of school-age.

III. REVISION OF CURRICULA AND SYLLABUSES.

- A. Elementary Education including Basic Education.
- B. Secondary Education.
- C. English and Hindi in schools.
- D. Transition Programme.

IV. OTHER SUBJECTS,

- A. Teacher pay and conditions of service.
- B. Improvement of school management.
- C. Revision of Grant-in-aid rules.

I. ARTICLE 45 OF THE CONSTITUTION.

A. PHASED PROGRAMME OF IMPLEMENTATION.

The considerations on general policy set out in Part A of Memorandum No. III of the White Paper may be reviewed. A broad decision may be taken on whether or not a phased programme for the implementation of the Constitutional Directive should be undertaken on the lines described in Section III of Part A of that Memorandum. Before arriving at a decision, under this head, it is necessary to take into account the conclusions under the next four heads.

B. CEILING RATE OF PUBLIC EXPENDITURE *per capita*.

If a phased programme of implementation is undertaken, it will commit the Government to a progressive increase of public expenditure *per capita* (Government funds as well as local funds) from its present level of 2 rupees *per capita* per annum to an ultimate level of 4 rupees *per capita* per annum. This increase will come about by approximately equal annual stages over the next ten years. The decision to be taken is whether a phased programme of implementation may be undertaken, with the knowledge that this is the approximate magnitude of the financial commitment involved.

C. COMPULSORY SCHOOL ATTENDANCE.

A phased programme of implementation will involve progressive extension and strict enforcement of compulsion. This entails practical difficulties. With a view to meet these difficulties, it has been proposed first, that compulsion should be limited to five years only in Standards I to V; secondly, that it should be introduced progressively from standard to standard over five years; and thirdly that provision should be made for exemption on grounds of unavoidable hardship. The point for decision is whether the policy involved in enforcing compulsion, subject to these three limitations is accepted, as a basis for the programme of implementation.

#### D. FREE MIDDAY MEALS.

The Elementary Education Reform Committee recommended the supply of free midday meals in schools for poor children, this being coupled with the condition that local contributions should be forthcoming. It has been proposed in the White Paper that this recommendation should be accepted and linked with the enforcement of progressive compulsion. A firm decision is necessary on whether this is acceptable.

#### E. PUPIL-TEACHER RATIO.

Given a limit to the total expenditure *per capita* and given also the average pay of a teacher, the maximum number of teachers that can be employed in all elementary schools of the State is fixed. With reference to this limitation, it will be necessary either to increase the pupil-teacher ratio or else arrest the spread of higher elementary education, or do both, so as to ensure that the maximum number of teachers is not exceeded. The phased programme of implementation involves the levelling up of the present pupil-teacher ratio to 40 : 1; and the limitation of over-all enrolment in primary and higher elementary schools to 80 per cent at the end of 10 years. A decision has to be taken on whether the necessity for enhancement of pupil-teacher ratio is accepted as a basis for the programme of implementation.

### II. DURATION, STAGES AND AGE STRUCTURE OF SCHOOL EDUCATION.

#### A. DURATION OF SCHOOL EDUCATION.

At present, school education lasts 11 years. The recommendations of the Secondary Education Commission have raised the question whether this school-age should be retained as 11 years or increased to 12. The White Paper proposed its retention at its present level of 11 years. A firm decision has to be taken on whether this is to be 11 years or 12 years.

#### B. BREAK-UP OF SCHOOL EDUCATION INTO ELEMENTARY AND SECONDARY EDUCATION.

At present, the school education is broken up into eight years of elementary education and three years of secondary education. If the total duration of school education is increased to 12 years, the break-up can be eight years of elementary education and four years of secondary education. If, as proposed in the White Paper, the total duration is retained as 11 years, the break-up can be either (i) eight years of elementary education and three years of secondary education; or (ii) seven years of elementary education and four years of secondary education; or (iii) as proposed in the White Paper, viz., (a) eight years of elementary education in those cases, where this is not followed by secondary education, and (b) seven years of elementary education followed by four years of secondary education, in other cases. One or other of these three courses should be decided upon and approved, as the basis for revision of curricula and syllabuses.

#### C. REGULATION OF SCHOOL-AGE.

At present, the prescribed age for admission to Standard I is five plus. It is at present possible for admissions to be effected in school standards higher than the first at different ages without uniform regulation. The Secondary Education Commission has recommended that the age of admission for elementary education should be raised to 6 plus; secondary education 13 plus. This is related to a contemplated change in respect of college education (17 plus). It is proposed in the White Paper that the school-age should be fixed at six months less than the above and uniformly regulated in all standards.

There is a large volume of opinion both in the Legislature and outside for fixing school-ages at one year less than the level recommended by the Secondary Education Commission and six months less than the level proposed in the White Paper. A firm decision has to be taken regarding the minimum age to be enforced at the first standard and correspondingly in each of the higher standards.

### III. REVISION OF CURRICULA AND SYLLABUSES.

#### A. ELEMENTARY EDUCATION INCLUDING BASIC EDUCATION.

The changes to be carried out in the curricula and syllabuses of elementary education are discussed under Recommendations Nos. 6 to 14 in Memorandum No. III, Part B. They may be reviewed. The main objectives are :—

*First.*—To eliminate the differences at present existing between the Higher Elementary Schools, Middle Schools and the lower forms of the High Schools.

*Secondly.*—To raise the level of academic attainments progressively from standard to standard so as to secure that new Standard VII will correspond to the present Third Form in high schools. Detailed changes in curricula and syllabuses will have to be effected later. The purposes which these changes are intended to secure may now be specified and approved.

#### B. SECONDARY EDUCATION.

The changes visualised by the Secondary Education Commission have been stated and discussed in Sections III, VI and VII of Memorandum No. II. These Sections may be reviewed, along with paragraphs 17 and 18 of Section II of Memorandum No. II. The exact nature of the changes to be made will have to be settled later. The purposes which these changes are intended to secure may now be specified and approved.

#### C. ENGLISH AND HINDI IN SCHOOLS.

The general attitude of Government and their views as to what should be done in regard to Hindi and English in schools in the course of revision of curricula and syllabuses, have been indicated in Memorandum No. V, Part A; Memorandum No. II, Section VII; Memorandum No. III-B, Recommendation 3. The broad result is that English should be taught as a second language from VI Standard onwards and that Hindi should be taught from VIII Standard onwards either as first language Part II or as third language. It is important that a clear decision should be taken as the basis for the revision of curricula and syllabuses.

#### D. TRANSITION PROGRAMME.

Whenever any changes are decided upon in respect of the curricula and syllabuses, it is necessary to make careful provision for the transition, so as to allow necessary time for preparation and avoid confusion and dislocation of work in schools. The nature of this provision will depend upon the nature of the changes to be introduced. Attention is invited to Section V of Memorandum No. II wherein details of proposals for transition are set out. A transition programme has to be decided upon, with reference to the decisions taken on the foregoing items of the Agenda.

### IV. OTHER SUBJECTS.

#### A. TEACHER PAY AND CONDITIONS OF SERVICE.

Attention is invited to Sections II and III of Memorandum No. IV.

#### B. IMPROVEMENT OF SCHOOL MANAGEMENT.

Attention is invited to pages 5 to 8 of Part B of Memorandum No. III.

#### C. REVISION OF GRANT-IN-AID RULES.

Attention is invited to pages 6 and 7 of Part B of Memorandum No. III.

### NOTES, MEMORANDA, ETC., PRESENTED TO THE COMMITTEE.

#### VIEWS OF THE SOUTH INDIA TEACHERS' UNION.

##### REORGANIZATION OF SECONDARY EDUCATION.

I. *Regulation of school-age.*—One of the defects in education in this State is that while for entrance to the University there is a minimum age-limit; there is no effective regulation of age either in the primary or secondary school. This has resulted in many pupils being admitted at immature age at the various classes of primary, middle and higher elementary schools. This defect is one of the reasons for the low average standards of attainments in schools.

The Government of India have suggested 6 plus as the age for admission to the first standard. The White Paper has recommended 5½ plus. Though it is a fact that in this State about half the children of the school-going age do not go to school at all, there is a tradition among certain classes of people to begin the education of their children at 5. So, 5 may be fixed as minimum age for admission to the first standard of the primary class.

In fixing the age regulations the following rules should be strictly enforced:—

(a) For admission to the first standard in the primary school a pupil should complete the fifth year on the 1st June (or any date that may be fixed) of the particular school year.



(b) The age for direct admission (after private study) to standards 2 to 6 should also be regulated as below :—

Standard.	Minimum age.
(1)	(2)
2 .. .. .	6 plus.
3 .. .. .	7 plus.
4 .. .. .	8 plus.
5 .. .. .	9 plus.
6 .. .. .	10 plus.

(c) Direct admission from private study to classes above standard 6 should not be permitted except in very special cases and these should be only with the approval of the Education Department.

(d) The above rules should be brought into force in June 1957, it being understood that pupils who are already studying in schools recognized by the Department or the University should be allowed to proceed without these restrictions.

II. *Duration and stages of school education.*—(a) In all types of schools the same nomenclature should be used for classes, viz., *standards*. For instance Form VI in future should be called standard XI.

(b) The entire school course should be for eleven years.

(c) The eleven years should be divided into (a) primary (basic) stage of 7 years which should be an integrated unit and four years of Higher Secondary stage, (b) the first year of the higher secondary school course may be called (i.e., the 8th Standard) the Junior Secondary stage.

For some years to come, it may not be possible to raise the five-year primary schools into seven-year ones or to provide seven-year primary schools in all the villages in the State; but it should be possible to provide five-year schools so that every child from 5 plus to 10 plus years can be given at least the very minimum of primary education. Standards 1 to 5 should be considered as the minimum educational provision that should be made for all children. This should be raised to 7 in due course of time. Standards IV to VII should be taught only by secondary grade teachers.

*The seventh and eighth standards.*—With strict regulations in the age for admission and better methods of teaching and equipment the standards of attainments in the 7th standard can be brought to the level of the present 8th standard. Further with the appointment of trained graduates for Standard VIII in the Higher Secondary stage, a major part of the work done now in Form IV could be done there.

The present fourth form syllabus except in the diversified courses is a preparatory stage for Forms V and VI. The new 8th standard should become the preparatory stage for the new 9th, 10th and 11 standards. Hence, the 8th standard may be regarded as the Junior Secondary stage. This stage should also serve as an exploratory period to enable pupils to choose the type of courses suited to their abilities and aptitudes; when they enter the multi-purpose Higher School stage.

If it is found by experience that there are pupils in the 8th standard who do not wish to go on to the higher stage, but only need a Rounding Off Course to complete their general education before they proceed to enter the world of work or to join Trade Schools or Junior Technical Schools, such a course may also be provided in the 8th standard.

As the Junior Secondary stage should do more or less the work of present fourth form, the schools which have the 8th standard as in the present higher elementary schools, should have graduate trained teachers as well as necessary equipments for the 8th standard. In other words, the 8th standard as Junior Secondary stage should be recognized only if the class has at least one graduate trained teacher and suitable laboratory and library equipments. The new orientation given to the 8th standard is necessary for raising the standards of attainments of the Higher Secondary School course without the addition of a year as was once proposed.

According to this scheme, the 7th standard will mark the end of primary (basic) stage of education and it will be necessary to assess the attainments of pupils at the end of the 7th standard both for awarding the completion certificate for pupils who may leave schools at this stage and for ensuring that pupils reach certain minimum levels of attainments when entering the Junior Secondary stage.

It is therefore necessary to arrange for an examination at the end of the 7th standard in all schools, whether the class is in a Primary school or in a Secondary school. It is also important that this examination should be more or less of the same standard in all the schools in the State. An external examination like the present Higher Elementary School examination has many defects and so it will be desirable to use standardized scholastic attainments tests for this purpose. The Education Department may prepare

and supply to the schools such standardized tests, year by year and also assist the schools for conducting these tests and marking them under proper supervision and guidance. Pupils who reach prescribed minimum standards should be declared eligible for admission to Junior Secondary stage. Others may either, (a) repeat their study in the 7th standard or (b) join a Trade School or a Junior Technical School or (c) join a Rounding Off course in the 8th standard, if that is provided for or (d) take up some work. A Primary Education Completion Certificate may be awarded to all those who complete the 7th standard.

The provision of a reliable 7th standard examination of a common standard can be a means by which pupils of ability whether in rural or urban areas can be found out and helped on to higher education. Talented pupils in rural areas should not go un-noticed according to arrangement and the State should make provision for helping them forward.

*Trade Schools and Junior Technical Schools.*—There should be a large number of Trade Schools and Junior Technical Schools in different parts of the State for pupils who want training for particular trades as in Trade schools or practical courses with a little general education as in Junior Technical School. The minimum qualification for entry into these schools should be the completion of the 7th standard.

*The Higher Secondary School.*—The improvement suggested so far, namely, (a) regulation of the age for admission, (b) ensuring minimum attainments for entry into the Junior Secondary class (8th standard), (c) higher average level of attainments in the Junior Secondary class, (d) better qualified teachers and better equipments in the Junior Secondary class may be expected to raise the standards of the Higher Secondary School. These improvements however, are not sufficient to raise the level of attainments of the 11th standard to that of the Pre-University class. The present Pre-University class consists of students who were selected from the 50 per cent of the candidates of the S.S.L.C. Examination, who were declared eligible. The same standard cannot be achieved by an unselected group one year earlier. If this fact is ignored there will be much larger percentage of failures at the School Final Examination than at present. Failure to reach the required standard may be due to various causes. The more important among these may be: (a) some students are being given courses which are not suited to their abilities and aptitudes; and (b) they are being forced to proceed at a pace which they cannot keep up successfully.

A well-planned educational system should provide for and fit in pupils to courses suited to their abilities and aptitudes and as far as possible, they should be enabled to complete their studies with the satisfaction of having succeeded in what they have attempted. It is unhealthy for the individuals concerned as well as for the society to have large number of pupils failing in the School Final Examination and entering life as failures with a sense of frustration and bitterness.

It is common knowledge that among those who enter the 9th standard there are pupils with a very wide variety of talents and aptitudes. The Diversified Courses which were introduced in 1948 were meant to meet this situation to some extent. This has not fully met the problem as most of the courses expect the same single standard in the academic part of the courses; "though the ability of the pupils to cope with it varies considerably". For these reasons, the following suggestions are made for reorganization of the High School:—

(1) On the basis of the marks in the 7th standard examination and progress in the 8th standard, pupils who definitely appear not to be able to benefit by Higher Secondary School education should be encouraged to go on to Trade Schools and Junior Technical Schools.

(2) The Higher Secondary School Course should have a number of diversified courses, suited to the varying aptitudes of the students.

The Higher Secondary Courses should be planned in such a manner that at the end of the three years, after the 8th standard, the pupils will have attained the standards now expected of those who complete the Pre-University Course. The syllabi of these courses should therefore be prepared in relation to those of the Pre-University courses of Madras and other Universities.

There can be different kinds of Higher Secondary Courses such as:—

Higher Secondary	..	Academic.
Do.	..	Technical.
Do.	..	Agriculture.
Do.	..	Commerce.
Do.	..	Home Science.
Do.	..	Languages.
Do.	..	Drawing and Painting.
Do.	..	Music.

All the Higher Secondary Courses will have a common core of general subjects which may be provided in two stages (a) for standard 9 and (b) for standards 10 and 11.

Those who pass the Higher Secondary Examination should be eligible for admission to the three-year B.A. or B.Sc. degree courses as well as to the pre-professional courses.

It will be necessary to provide certain limitations in the choice of subjects for students who wish to proceed to certain pre-professional and other courses; for example, those who wish to take up pre-professional engineering should have studied Mathematics and Physical Science; those who want pre-professional Medical should have studied Physical Science and Natural Science.

Students who pass the Higher Secondary Course should be eligible for recruitment to Government services at that level.

The syllabus in the Technical Courses should be so designed that the syllabus in standards 9, 10 and 11 should cover the work of the first year of the Polytechnics, so that those who pass the Higher Secondary may be exempted from the work of the first year of the Polytechnic.

*General certificate courses.*—In the Secondary stage, as has been stated already, there are pupils whose abilities vary considerably and also those who do not aim at going into University. More than 50 per cent of the pupils in the present high school course spend more than three years to reach the present standard for eligibility in the S.S.L.C. Examination. The percentage will be higher when the standards are raised though there is filtration at the end of the 7th standard. It is therefore necessary to have a course of a lower standard than that of the proposed Higher Secondary Course for benefit of pupils who can do their best at a slower pace and for those who want to go on to avenues other than the University Courses. It is important at the same time that those who take such courses are not denied opportunities for going on to the University if they so desire. This can be done by either making them study one more year in the Higher Secondary School or by providing a degree course of purely language or History group.

The General Certificate course of three years' duration after the 8th standard should meet these requirements—

(i) The diversified courses which do not have science should include General Science including Mathematics as recommended by the Secondary Education Commission.

(ii) The present arrangement of Hindi as a Third Language should be revised so that the wastefulness that has been in most of the schools can be avoided.

The syllabus in the first language and English can be common to the Higher Secondary and General Certificate Courses.

The General Certificate Examination should classify the candidates into three categories—(a) eligible for admission to the degree course, (b) eligible for selection to Government Services, (c) Completed High School Course.

*Staff and equipments for Higher Secondary Courses.*—As the Higher Secondary Course has to reach the standard of the pre-University, it is necessary that at least in the 11th standard, and probably in standards 10 and 11, there should be equipment and staff comparable to the requirements of the pre-University classes. Only schools which can make such provision should be recognized for Higher Secondary classes. Schools which have Higher Secondary classes may (perhaps should) have General Certificate classes also.

*The transition stage.*—It is very important that well-planned scheme should be carried out for the upgrading of the standards of the school. The improvements necessary are—

(i) Regulation of age-limit. This should be enforced all over the State from June 1957 beginning from Standard I and wide publicity should be given regarding this sufficiently early.

(ii) Improvements in the syllabi in all subjects. A planning or reorganization Committee with competent persons should be appointed with a number of sub-committees for the various subjects. The Planning Committee should work out the general plan and also guide the work of the sub-committees.

(iii) Staffing and equipping of the Junior Secondary class as well as the Higher Secondary classes in the course of a definite period of years.

(iv) The programme of upgrading of the standards between 1957 and 1962 stated in Section V of the Memorandum No. II of the White Paper is an effective method of ensuring that the standards can be raised by at least one year in the course of five years. It has however to be noted that the proposal involves twelve years of study in school by successive batches of pupils beginning with the pupils of Form III in 1957. For those who intend going on to the University, this will not mean any more years in the total period, because they will not have to do the pre-University class. But it will mean an additional year, for those who wish to go on to other lines. This is inevitable in the transitional stage.

## BOARD OF SECONDARY EDUCATION.

In accordance with the recommendation of the Secondary Education Commission a Board of Secondary Education should be constituted at the beginning of 1956-57. Inasmuch as 180 schools are proposed to be converted into multi-purpose schools during the next five years, it is essential that the Director of Technical Education, the Director of Agriculture, the Director of Industries and the head of a polytechnic should find places on the Board. The Working Committee is of opinion that the composition and the functions of the Board should be on the lines suggested by the Secondary Education Commission. One of the functions of this Board should be to frame conditions of recognition of higher secondary schools and of continuation of the VIII standard and the qualifications of the teaching staff; the granting of recognition should be vested in a special committee of the Board of Secondary Education.

As multi-purpose schools with diversified courses will grow in number in the next five years, the Working Committee is of opinion that for proper guidance and direction, there should be a Director of Technical Education, who shall also be a member of the Secondary Education Board.

*Teacher training.*—Every teacher should undergo Refresher courses once in five years in particular subjects, in general management and extra-curricular activities.

The headmasters of seven standards elementary schools should be trained graduates.

*Inspection.*—The recommendations of the Secondary Education Commission contained in Nos. 9 to 11 are supported.

Inspecting officers should be selected from those who had at least ten years of teaching experience as headmasters or senior teachers in schools.

There should be an interchange in regard to the three categories of teachers: (i) Inspecting Officers, (ii) Headmasters of schools, (iii) Teachers of training colleges.

Schools may be inspected at intervals of three to five years by special committees of experts in the subjects concerned.

*Freedom of school.*—At present the Headmasters are unduly fettered by the rules and regulations of the Department and hence they are not able to put any new and creative ideas or suggestions into practice. They must be removed. There should be an Advisory Body consisting of members of the management and headmasters whose opinion should be sought before the Department issues any rule or regulation restricting the scope of work of the headmaster or the teachers. The headmaster in a school holds the key position and as such he must be given reasonable freedom. There should be no interference either by the Department or the management in the internal administration and maintenance of discipline.

*Service conditions.*—I. The age of retirement should be fixed at 60. Before 1940, it was so, as far as aided institutions were concerned. Now it should be applied to all teachers under various agencies.

II. The teachers possessing the same qualifications and performing the same type of work should be treated on a par in the matter of salary scales, irrespective of the agency in which they are working.

III. Special Committee should be set up to review the scales of pay of all grades of teachers and recommend such scales of pay that will meet in a fair and just manner the varying cost of living.

IV. Whatever allowances and concessions are given to Government employees should be extended to teachers.

V. The system of triple benefit scheme pension-cum-provident fund-cum-insurance should be extended to all teachers. The pension scheme may be extended to L.Ts., First Grade Pandits and Physical Directors and the benefit may be given from 1st April as has been done in the case of other teachers.

VI. Arbitration Boards or Committees should be established to look into the appeals and grievances of teachers and to consider matters relating to suspension, dismissal, etc.

## REORGANIZATION OF SECONDARY EDUCATION.

### STATEMENT BY THE CITY HEADMASTERS' CONFERENCE.

1. *Regulation of school age.*—One of the defects in education in this State is that while for entrance to the University there is a minimum age-limit, there is no effective regulation of age either in the primary or secondary school. This has resulted in many pupils being admitted at immature age at the various classes of primary, middle and higher elementary schools. This defect is one of the reasons for the low average standards of attainments in schools.

2. The Government of India have suggested 6 plus as the age for admission to the first standard. The White Paper has recommended 5½ plus. There is, however, a tradition

among parents who send their children to school that 5 years is the age for commencing primary education. It may be therefore wise to fix 5 as the minimum age for admission to the first standard of the primary class.

In fixing the age regulations the following rules should be strictly enforced :—

(a) For admission to the first standard in the primary school a pupil should complete the fifth year on the 1st June (or any date that may be fixed) of the particular school-year.

(b) The age for direct admission (after private study) to standards 2 to 6 should also be regulated as below :—

Standard.	Minimum age.
2	6 plus
3	7 plus
4	8 plus
5	9 plus
6	10 plus

(c) Direct admission from private study to classes above standard 6 should not be permitted except in very special cases and these should be only with the approval of the Education Department.

(d) The above rules should be brought into force in June 1957, it being understood that pupils who are already studying in schools recognized by the Department or the University should be allowed to proceed without these restrictions. This provision for exemption should be withdrawn in June 1961.

II. *Duration and stages of school education.*—(a) In all types of schools the same nomenclature should be used for classes, viz., *standards*. For instance, Form 6 in future should be called Standard 11.

(b) The entire school course should be for eleven years.

(c) The eleven years should be divided into (a) Primary (Basic) stage of 7 years which as far as possible should be an integrated unit, (b) Junior Secondary stage of one year which may be attached to the 7-year Primary (Basic) school or to the next stage of 3-year High School and (c) High School stage of 3 years.

For some years to come, it may not be possible to provide 7-year Primary schools in all the villages in the State, but it should be possible to provide 5-year schools, so that every child from 5 to 10 years can be given at least the very minimum of primary education. Standards 1 to 5 should be considered as the minimum educational provision that should be made for all children. This should be raised to 7 and possibly 8 as funds are available.

*The seventh and eighth standards.*—With strict regulations in the age for admission and better methods of teaching, the standards of attainments in the 7th standard can be brought to the level of the present 8th standard.

Though the duration of school suggested by the Government of India is for 11 years, it has to be remembered that at present the 11th year of Madras is considered only as equivalent to the 10th year in most of the States in India. To make the 11th standard of Madras equal at least to the new 11th standard of the other States, it is essential that a major part of the work now done in the fourth form (9th standard) should be done in the 8th standard. The present fourth form syllabus except in the Diversified Courses is a preparatory stage for Forms 5 and 6. The new 8th standard should become the preparatory stage for the new 9th, 10th and 11th standards. Hence, the 8th standard should be regarded as the Junior Secondary stage. This stage should also serve as an exploratory period to enable pupils to choose the type of courses suited to their abilities and aptitudes, when they enter the Multi-purpose Higher School stage.

If it is found by experience that there are pupils in the 8th standard who do not wish to go on to the High School stage, but only need a rounding off course to complete their general education before they proceed to enter the world of work or to join Trade Schools or Junior Technical Schools, such a course may also be provided in the 8th standard.

As the Junior Secondary stage should do more or less the work of the present fourth form, the schools which have the 8th standard, whether in the present higher elementary schools or middle school or high schools, should have graduate trained teachers as well as the necessary equipments for this class. In other words, the 8th standard as a Junior Secondary stage should be recognized only if the class has graduate trained teachers and suitable equipments. The new orientation given to the 8th standard is a necessity for raising the standards of attainments of the High School course without the addition of a year as was once proposed.

According to this scheme the 7th standard will mark the end of the primary (basic) stage of education and it will be necessary to assess the attainments of pupils at the end of the 7th standard both for awarding the completion certificate for pupils who may leave schools at this stage and for ensuring that pupils reach certain minimum levels of attainments when entering the Junior Secondary stage.

It is therefore necessary to arrange for an examination at the end of the 7th standard in all schools, whether the class is in a Primary School or in a Secondary School. It is also important that this examination should be more or less of the same standard in all the schools in the State. An external examination like the present Higher Elementary School examination has many defects and so it will be desirable to use standardized Scholastic Attainments Tests for this purpose. The Education Department may prepare and supply to the schools such standardized tests year by year and also assist the schools in conducting these tests and marking them under proper supervision and guidance. Pupils who reach prescribed minimum standards should be declared as eligible for admission to the Junior Secondary stage. Others may either (a) repeat their study in the 7th standard or (b) join a Trade School or Junior Technical School or (c) join a rounding off course in the 8th standard, if that is provided or (d) take up some work. A Primary Education Completion Certificate may be awarded to all those who complete the 7th standard.

The provision of a reliable 7th standard examination of a common standard can be a means by which pupils of ability whether in rural or urban areas can be found out and helped to go on to higher education. Talented pupils in rural areas should not go unnoticed according to this arrangement and the State should make provision for helping them forward.

*Trade Schools and Junior Technical Schools.*—There should be a large number of Trade Schools and Junior Technical Schools in different parts of the State for pupils who want training for particular trades as in Trade Schools or practical courses with a little general education as in Junior Technical School. The minimum qualification for entry into these schools should be the completion of the 7th standard.

*The High School.*—The improvements suggested so far, namely, (a) regulation of the age for admission, (b) ensuring minimum attainments for entry into the Junior Secondary Class (8th standard), (c) higher average level of attainments in the Junior Secondary Class, (d) better qualified teachers and better equipments in the Junior Secondary Class, may be expected to raise the standards of the High School. These improvements, however, are not sufficient to raise the level of attainments of the 11th standard to that of the Pre-University class. The present Pre-University class consists of students who were selected from the 50 per cent of the candidates of the S.S.L.C. examination who were declared eligible. The same standard cannot be achieved by an unselected group one year earlier. If this fact is ignored there will be much larger percentage of failures at the school final examination than at present. Failure to reach the required standard may be due to various causes. The more important among these may be: (a) some students are being given courses which are not suited to their abilities and aptitudes and (b) they are being forced to proceed at a pace which they cannot keep up successfully.

A well-planned educational system should provide for and fit in pupils to courses suited to their abilities and aptitudes and as far as possible, they should be enabled to complete their studies with the satisfaction of having succeeded in what they have attempted. It is unhealthy for the individuals concerned as well as for the society to have large number of pupils failing in the school final examination and entering life as failures with a sense of frustration and bitterness.

It is common knowledge that among those who enter the 9th standard there are pupils of wide range of abilities and aptitudes. The Diversified Courses which were introduced in 1948 were meant to meet this situation to some extent. This has not fully met the problem as most of the courses expect the same single standard in the academic part of the courses, "though the ability of the pupils to cope with it varies considerably". For these reasons the following suggestions are made for the reorganization of the High School:—

1. On the basis of the marks in the 7th standard examination and progress in the 8th standard, pupils who definitely appear not to be able to benefit by High School education should be encouraged to go on to Trade Schools and Junior Technical Schools.

2. The High School course should have two main types of courses (a) Higher Secondary courses of three years' duration leading to the degree courses and pre-professional courses in the University, as well as to Government services, Polytechnics, etc., (b) General Certificate courses of three years' duration leading to the Pre-University courses, Government services, Polytechnics, etc.

*Higher Certificate courses.*—The Higher Secondary courses should be planned in such a manner that at the end of the three years, the pupils will have attained the standards now expected of those who complete the Pre-University course. The syllabi of these courses should therefore be prepared in relation to those of the Pre-University courses of Madras and other Universities.

There can be different kinds of Higher Secondary courses such as:—

Higher Secondary—Academic.

Do.	Technical.
Do.	Agriculture.
Do.	Commerce.
Do.	Home Science.
Do.	Languages.
Do.	Drawing and Painting.
Do.	Music.

All the Higher Secondary courses will have a common core of general subjects which may be provided in two stages (a) for Standard 9 and (b) for Standards 10 and 11. The following statement is one possible arrangement of subjects for the Higher Secondary courses. There can of course be other arrangements.

*Standard 9—General Subjects.*—(1) First Language—Part I—One of the Indian languages.

(2) English.

(3) History of India. (This may be Social Studies with special emphasis on India.)

(4) Geography.

(5) General Science.

(6) Mathematics.

(7) Religious or Moral Instruction.

Pupils who take the Higher Secondary Academic course should study in addition to these subjects, the following:—

(1) First Language—Part 2, which may be any language Indian or foreign or a classical language (as in the present S.S.L.C.).

(2) Hindi if it is not already taken as first language or any of the other languages not taken as the first language.

(3) Art of craft. Pupils who take the diversified courses should have subjects in their respective fields for equivalent lengths of time. It is possible that some of the diversified courses will need extra periods.

*Standards 10 and 11.*—The First Language—Part I and English taken in Standard 9 should be continued in Standards 10 and 11 in all the courses. Most of the subjects should be provided in optional groups as below:—

**NOTE.**—These groups are based on the syllabi of the Pre-University Courses of the Madras University and also those issued by the Ministry for Higher Secondary Schools.

*Academic.*—(1) Part 2 of the first language.

(2) A third language should be compulsory.

(3) Two subjects from the following:—

(a) Mathematics.

(b) Physical Science with basic Mathematics.

(c) Natural Science.

(4) Two subjects from the following:—

(a) World History.

(b) Geography.

(c) Elements of Logic or Psychology.

(d) Elements of Economics and Civics.

*Subjects for the other Higher Elementary courses:—*

(1) First Language—Part I.

(2) English.

(3) Two subjects from the following:—

(a) Mathematics.

(b) Physical Science with basic Mathematics.

(c) Natural Science.

- (4) One of the following groups :—
- (a) *Technical*.—(i) Geometrical and Mechanical Drawing.
  - (ii) One of the following :—
    - (A) Elementary Mechanical and Electrical Engineering.
    - (B) Elements of Building Construction.
    - (C) Radio Engineering.
  - (b) *Agriculture*—
    - (1) General Agriculture.
    - (2) One of the following :—
      - (A) Animal Husbandry.
      - (B) Horticulture and Gardening.
  - (c) *Commerce*—
    - (1) Commercial Practice.
    - (2) Commercial Geography.
    - (3) One of the following :—
      - (A) Book-keeping.
      - (B) Shorthand and Typewriting.
  - (d) *Home Science*—
    - (1) Home Economics.
    - (2) Nutrition and Cooking.
    - (3) Mother Craft and Child Care.
  - (e) *Fine Arts*—
    - (1) Appreciation of Art.
    - (2) Any two of the following :—
      - (A) Drawing and Painting.
      - (B) Modelling and Sculpture.
      - (C) Music—Instrumental.
      - (D) Music—Vocal.
      - (E) Dancing.
  - (f) *Language*.—An advanced course in a language.

Those who pass the Higher Secondary Examination should be eligible for admission to the three-year B.A. or B.Sc. degree courses as well as to the pre-professional courses. They should be eligible also for recruitment to Government service(s) at that level.

It will be necessary to provide certain limitations in the choice of subjects for students who wish to proceed to certain pre-professional and other courses; for example, those who wish to take up pre-professional Engineering should have studied Mathematics and Physical Science; those who want pre-professional Medical should have studied Physical Science and Natural Science.

The syllabus in the Technical courses should be so designed that the syllabus in Standards 9, 10 and 11 should cover the work of the first year of the Polytechnics, so that those who pass the Higher Secondary may be exempted from the work of the first year of the Polytechnic.

*General Certificate courses*.—In the secondary stage, as has been stated already, there are pupils whose abilities vary considerably and also those who do not aim at going into University. More than 50 per cent of the pupils in the present high school course spend more than three years to reach the present standard for eligibility in the Secondary School-Leaving Certificate Examination. The percentage will be higher when the standards are raised. It is therefore necessary to have a course of a lower standard than that of the proposed Higher Secondary course for the benefit of pupils who can do their best at a slower pace and for those who want to go on to avenues other than the University courses. It is important at the same time that those who take such courses are not denied opportunities for going on to the University if they so desire.

The General Certificate courses of two years' duration should meet these requirements. These courses should be more or less the same as the present Secondary School-Leaving Certificate courses with at least two modifications—

- (i) The diversified courses which do not have science should include General Science including basic Mathematics as recommended by the Secondary Education Commission.
- (ii) The present arrangement of Hindi as a Third Language should be revised so that the wastefulness that has been seen in most of the schools can be avoided.



The syllabus in the first language and English can be common to the Higher Secondary and General Certificate Courses.

The General Certificate Examination should classify the candidates into three categories—(a) eligible for admission to the Pre-University Class, (b) eligible for selection to Government Services and Polytechnics, (c) Completed High School course.

*Note*—Candidates who get first class marks in the General certificates may be admitted to certain degree courses, such as B.A. in languages or History or B. Com.

The arrangement that pupils who take the general certificate course will have to spend one more year to reach the degree course, than those who take the Higher Secondary course is based on the fact that a large percentage of High School pupils have all along been taking one or more years to reach the University than the minimum provided, by failing in the Secondary School-Leaving Certificate Examinations and in the lower classes. By the proposed arrangement, it is hoped that most of the pupils working under this scheme at their normal pace will reach their goal without failing at some stage or other.

*Staff and equipments for Higher Secondary courses.*—As the Higher Secondary Course has to reach the standard of the Pre-University, it is necessary that at least in the 11th Standard, and probably in Standards 10 and 11, there should be equipment and staff comparable to the requirements of the Pre-University classes. Only schools which can make such provision should be recognized for Higher Secondary classes. Schools which have Higher Secondary classes may (perhaps should) have general certificate classes also.

In view of the fact that there will be pupils from the General Certificate courses who will require Pre-University classes, the colleges should not abolish the Pre-University classes till sufficient provision can be made in Higher Secondary schools or elsewhere for such pupils.

*The transition stage.*—It is very important that a well-planned scheme should be carried out for the upgrading of the standards of the school. The improvements necessary are—

(i) Regulation of age-limit. This should be enforced all over the State from June 1957, and wide publicity should be given regarding this sufficiently early.

(ii) Improvements in the syllabi in all subjects. A Planning or Reorganization Committee with competent persons should be appointed with a number of sub-committees for the various subjects. The Planning Committee should work out the general plan and also guide the work of the Sub-Committee.

(iii) Staffing and equipping of the Junior Secondary Class as well as the Higher Secondary classes in the course of a definite period of years.

(iv) The programme of upgrading of the classes between 1957 and 1962 stated in Section V of the Memorandum No. II of the White Paper is an effective method of ensuring that the standards can be raised by at least one year in the course of five years. It has, however, to be noted that the proposal involves 12 years of study in school by five successive batches of pupils beginning with the pupils of Form III in 1957. For those who intend going on to the University, this will not mean any more years in the total period, because they will not have to do the Pre-University Class. But it will mean an additional year, which may not be necessary for those who wish to go on to other lines.

In view of the proposal made in this paper to provide Higher Secondary as well as General Certificate Courses in the High School stage, the following programme may be considered :—

1956-57—Preparatory year as in the White Paper.

1957-58—(a) Introduce revised courses of study in Standards 1 and 6.

(b) Conduct the 7th Standard test in all schools as an experimental measure.

1958-59—(a) Continue the revised syllabi in Standards 2 and 7.

(b) Conduct the 7th standard test and award certificates.

1959-60—Introduce the Junior Secondary Class.

1960-61—Introduce the New Diversified Courses in Standard 9 for Higher Secondary and General Certificate Courses.

1961-62—New revised courses in Standard 10.

1962-63—New revised courses in Standard 11 and the first Higher Secondary Examination and General Certificate Examination.

CHETPAT, MADRAS,  
128th July 1956.

K. KURUVILA JACOB,  
President, Headmasters' Conference, Madras City.

## THE WHITE PAPER AND THE IMPLEMENTATION OF THE DIRECTIVE PRINCIPLE IN THE CONSTITUTION.

### ELEMENTARY EDUCATION.

On a reading of the "White Paper" issued by the Madras Government in the matter of reorganization of Elementary Education and Secondary Education and having regard to the directive principle in the Constitution regarding spread of Elementary Education within a period of ten years, I suggest for the consideration of the Public, the Teachers, the State Governments and finally the Government of India, the following for their careful consideration:—

(1) Take a solemn pledge, that you will carry out the directive principle of the Constitution that within ten years, you will have spread free, compulsory, universal primary education to every school-going child in our great land.

(2) Resolve that for a period of ten years, either through Government or through quasi-Government, local authorities like the Corporation of Madras or the District Boards, you will not open any new Secondary Schools but use all the resources of the State on the spread of Elementary Education and of the creation of a contented staff.

(3) Give every facility and encouragement to develop the existing 5th Class Elementary Schools into complete Higher Elementary schools of seven standards, so that no such thing as lower elementary schools will hereafter exist and all will be converted into higher elementary schools.

(4) Exploit the services of Government Pensioners in the administration of these newly developed higher elementary schools, by compulsorily associating them with the managements of those schools, so that every pie that is spent on the conversion of lower elementary to higher elementary, might be safeguarded.

(5) Allow suitable and competent private agencies to run their schools as fee schools with half the present grant-in-aid vesting their managements in registered committees. A good saving of public funds can be effected which can be used for the further spread of primary education.

(6) Create a demand for secondary education, allow *the economic law of supply and demand to work, supply will be forthcoming from persons and institutions actuated by philanthropic motives. Encourage such persons and institutions with every help and guidance, so that they would meet the demand so created effectively.*

(7) Finally, *adopt a Democratic, Dictatorial, Draconian attitude, i.e., Democratic in form and approach, Dictatorial in policy, Draconian in execution, impose for a period of ten years, a special tax called "National Education Tax" and levy the same in such a manner that every person who earns an income of Rs. 250 and more per month should contribute Rs. 10 a year on every Rs. 250 or fraction thereof towards the cause of spreading primary education; or in the alternative, on the estimated Central and State taxation, a sum of Rs. 1,000 crores is said to be available and if on that 12 pies in the Rupee were added by way of additional National Education Tax, we would get easily a further sum of Rs. 62 crores and on a fair division, our State can get on that, a sum of Rs. 6 crores which means 600 lakhs per year. The amount that may be realizable under the first "National Education Tax" I propose, is not easily calculable, as I have no data but I believe that even a large amount than 62 crores may become available. The funds so collected should be stated and actually used solely for the spread of elementary education and for providing decent scales of pay and other necessary amenities for the teaching staff.*

If these seven points are given careful consideration, I am sure that within the constitution period of ten years we will have given free and compulsory Elementary Education to all school-going children.

N. K. THIRUMALACHARI,

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**ORGANIZATIONAL PATTERN OF SCHOOL EDUCATION [PREPARED BY  
THE DIRECTOR OF PUBLIC INSTRUCTION].**

For the past several years the organizational pattern in this State has been five years of Lower Elementary course, three years of Higher Elementary and Middle or Senior Basic School course, and three years of High School course. The suggestion contained in the White Paper is that the School Education should be reorganized in two separate but interconnected stages of—

(1) Elementary Education extending over seven years (with two separate phases of Primary Education extending over five years from Standards I to V, and Higher Elementary Education extending over two years in Standards VI and VII) and

(2) Secondary Education extending over four years from Standard VIII to Standard XI.

2. It may be mentioned in this connexion that the Secondary Education Commission has recommended eight years of integrated Elementary Education course. The Central Advisory Board has supported this view. The Alagappa Chettiar Committee, which travelled all over the country and collected opinions, has come to the same conclusion. The Seminar on Educational Administration consisting of Directors of Public Instruction and Education Secretaries from different States, which met at Srinagar in June 1956 decided in favour of the pattern 8 plus 3.

3. We are not, of course, bound to accept the views and recommendations of others. Still if we, in this State, decide to discard the existing pattern which has the support of expert educational bodies that considered the question of reorganization, our decision must be supported by adequate reasons. The proposed alteration of the school course from 8 plus 3, to 7 plus 4 will be justified under the following circumstances, viz. :—

(1) That experience has proved the existing pattern to be unsuitable.

(2) That it is incapable of improvement in its present form and has, therefore, to be altered completely.

4. As regards (1), experience has shown that the existing pattern has been working satisfactorily all these years. In spite of the fact that the Headmasters of Higher Elementary Schools are Secondary Grade teachers with inadequate guidance from better qualified hands, and these schools are not as adequately equipped as Secondary Schools, the children who have successfully completed Standard VIII of these Higher Elementary Schools are in no way inferior to those who have completed Form III of Secondary Schools. Headmasters of Secondary Schools will testify that generally the attainments of children with Standard VIII Elementary School-Leaving Certificates who join Form IV of a High School are even better than those who pass Form III of a Secondary School.

5. As for (2) there can be no doubt that there is greater scope for effective upgrading of instruction within the framework of the existing pattern than there is in the pattern suggested in the White Paper. If upgrading of instruction is to be effected, it must be done over the entire course of 11 years. The question of improving the standard of Secondary Education cannot be viewed without relation to the improvement of the standard of Elementary Education. To concentrate on the last four years and to neglect the large number of preceding years will not help in achieving the desired result. To say that the last four years of the 11-year course are of greater importance than the rest of the period is to say that the last four years of the 11-year course should receive equal attention. It is, therefore, necessary that the question of upgrading Higher Elementary Schools should engage the attention of Government. The one way of doing it is to see that the level of instruction in the corresponding standards of Higher Elementary Schools, Senior Basic Schools, Middle Schools and Middle School forms of High Schools, is uniform. This can be achieved if the same syllabus is followed in different types of schools. But merely to introduce a syllabus is not enough. If the syllabus is to be properly implemented, the level of instruction is to rise, and effective supervision is to be exercised, the appointment of a trained graduate as Headmaster of the Higher Elementary School is essential. To ask for a L.T. Headmaster for a 8 standard school seems to be more reasonable than to ask for a L.T. Headmaster for a 7 standard school. If the proposed reorganized school with only 7 standards is therefore to go without a L.T. Headmaster, it is bound to affect the tone and result of such schools and consequently the efficiency of Secondary Schools will also suffer in turn. It, therefore, follows that the eighth standard should be retained in the Higher Elementary School.

6. The White Paper actually contemplates the retention of Standard 8 in the existing schools having that as the highest class, though not for all at least for those who are likely to leave school at that stage. This helpful provision for some should not mean for others who may change their minds and may even be suitable for Higher Elementary standards a blind alley and therefore a year of waste in that rounding off course. The course has to be devised in such a manner that one who takes the 8th Standard in a Higher Elementary, or Senior Basic or Middle school, will not be handicapped.

7. If this is done and if a trained graduate is appointed as the Headmaster of the Higher Elementary School, the entire tone and atmosphere of the Elementary Schools will be improved and therefore will enable the attainment of the same level of efficiency as in the corresponding standard of High Schools. The improvement of the tone and atmosphere of these Higher Elementary and corresponding schools is as important, if not more important as the improvement of the standard of Secondary Education. Without such improvement it will not be possible to improve Secondary Education adequately, even if the flow from Elementary Schools is at the end of Standard 7.

8. The existing High Schools have Standards VI and XI. This six-year course is divided into 3 years of Middle School stage and 3 years of Secondary School stage. Reducing the Middle School stage to two years and adding a fourth year to the Secondary School stage, will make no difference to the duration of the entire High School course. But, to reduce the Higher Elementary School course from 8 years to 7 years will have far-reaching consequences. For one thing, it will reduce the quantum of instruction now available to the children in rural areas. The White Paper says: "Each of these new standards (Standards I—VII) should be slightly higher than the old standard so that the level of general education reached in Standard VII should be identical with that reached in the III form of High School at present." This reasoning, I am convinced, is not fully acceptable. The idea is that the upgrading should be evenly distributed over the full course of 11 years. This does not mean that 8 years' instruction can be covered in 7 years. The extra load in Standard VII will be about 7/11 only.

9. It is not clear what advantages will be gained by transferring the 8th Standard from the Higher Elementary School to the High School. It cannot be claimed that the 8th Standard is a part of the Secondary School stage. The draft syllabuses for Higher Secondary Schools, both in the Core and the Diversified subjects, issued by the All-India Council for Secondary Education on behalf of the Ministry of Education, Government of India, are for Standards IX to XI only. The pattern mentioned therein is:—

(a) 8 years of integrated Elementary (Basic) Education.

(b) 3 years of Secondary Education proper where there will be a marked diversification of course.

10. Perhaps the advantages expected are that the 8th Standard of a High School will be taught by a trained graduate and better equipment will be available there. At present the eighth standard, both in the High School and the Higher Elementary School, is under the charge of Secondary Grade teachers. If trained graduates are to be in charge of Standard VIII of the High School, trained graduates can as well be appointed to be in charge of the eighth standard of the Higher Elementary School also. It is those higher Elementary Schools that will need most the presence of a graduate Headmaster. The trained graduates that are to be appointed for Standard VIII will be in addition to the existing trained graduates. It will, therefore, make no significant difference, as far as expenditure is concerned, whether these trained graduates are appointed either in High Schools or in Higher Elementary Schools.

11. With regard to science equipment, what would be required will be more for demonstration purposes than for practical use. Such equipment will be necessary not only for eight standard school but also for the proposed seven standard school and to the same extent. There will therefore be no saving of equipment by the proposed reorganization. As a matter of fact even now every Higher Elementary School is expected to be provided with necessary charts, maps, apparatus and appliances and a good percentage of these do possess them. The problem really is one of making effective use of them. If upgrading is to be done, it must be over the entire 11-year course. It, therefore, follows that Higher Elementary Schools are also to be more properly equipped if the reorganization is to be a success. To reduce the Higher Elementary Schools in status and to keep them ill-equipped, will surely bring down the efficiency of High Schools.

12. Those who advocate the shifting of Standard VIII from Higher Elementary Schools to High Schools seem to be under the impression that Higher Elementary Schools are situated in the neighbourhood of High Schools and pupils who are capable, can pursue their further studies without much difficulty. This is not so. The number of High Schools in the State is 918 and the number of schools that provide an 8-year course is 3,007 (Higher Elementary Schools 2,696, Senior Basic Schools 211 and Middle Schools 100). A large number of these Higher Elementary Schools in the districts are situated far away from High Schools. For instance, in the Chingleput district there are 43 Secondary Schools and 157 Higher Elementary Schools. Out of these 157 Higher Elementary Schools, only 40 are at a distance of 3 miles and less from the nearest High School. The rest are situated at distances ranging from over 3 miles to 20 miles from the nearest High School. Similarly in the North Arcot district the number of High Schools is 61, and the number of Higher Elementary Schools is 181 of which 88 alone are situated within a distance of 3 miles and less.

*Tiruchirappalli.*—Out of the 134 Higher Elementary Schools in the district, only 58 are within a radius of 3 miles from a High School. Several schools are beyond 10 miles. (One school is situated at a distance of 27 miles from the nearest High School.)

*North Malabar.*—The number of Higher Elementary Schools is 266. Of these, 155 are within 3 miles of High Schools and the remaining 111 beyond 3 miles. (One school is 20 miles away from the nearest High School and another is at a distance of 21 miles from a High School.)

13. It does not, therefore, appear practicable to remove the eighth standard from the 3,007 Higher Elementary and Middle Schools in the State and add them on to the 918 High Schools. Such a course will adversely affect the rural folks. The total strength in Standard VIII of all Higher Elementary Schools is 52,716 pupils, of whom 15,659 are girls. It will be difficult for these girls to go to High Schools even within 3 miles.

14. If the eighth standard is abolished from Higher Elementary Schools, the result will be that in towns where there are High Schools and Higher Elementary Schools in close proximity, there will be overcrowding in High School, creating problems in respect of accommodation and equipment and resulting in loss of personal contact and discipline. In villages where Higher Elementary Schools are situated at considerable distance from the High Schools, the children will discontinue their studies, that is, when they are about 12 plus. This will take us away from the goal of compulsory education up to the age of 14. The existing pattern provides free education up to the end of Standard VIII, that is, up to the age of 13 years. If we cannot proceed further at present, we need not reduce the existing eight-year course to seven and thereby make it more difficult to reach the goal of education up to 14.

15. It has been pointed out in the previous paragraph that if the duration of the Higher Elementary School course is reduced from eight years to seven years, a large number of children will have to discontinue their studies at a tender age. At this age they will not be sufficiently old to be absorbed in useful occupations or admission to technical courses of study. It is too early to decide whether a boy or girl is suitable for Secondary Education or only for technical education at the lowest level. An additional year's retention in school will enable them to acquire more of general education, and when they leave the school after completing the new full course of eight years they will be comparatively older and fit to take up jobs. The age of admission to trade courses is 13 plus. In future technical courses of even the lowest level may need a better standard of general equipment than at present from the trainees. To presume that the present level, which it is proposed to reach in future in seven years, will be adequate for future is not correct.

16. Considering the question from all points of view, the most advisable course to follow is to retain the existing pattern. In this connexion, I mention below the view of the Board of Secondary Education regarding the duration, stages and structure of School Education and I agree with this view :—

(a) The entire school course should be of 11 years' duration.

(b) The Lower Elementary School course should continue to be of 5 years' duration and not reduced to 4.

(c) The Higher Elementary School should continue to have all the eight standards, and not be reduced to seven standards. To enable migration, when inevitable, and to avoid hardship to such pupils as are obliged to migrate from one school to another :—

(1) The syllabus should be the same for the corresponding standards of different types of schools.

(2) The qualifications for the class teachers should be the same, so that the syllabus may be properly covered.

#### COST OF EMPLOYING B.T. HEADMASTERS IN HIGHER ELEMENTARY SCHOOLS.

1. The total number of Higher Elementary Schools in the State is 2,907. If each school were to have a B.T. teacher on the staff in the place of a secondary grade teacher then the extra expenditure to Government on this account will be roughly as follows :—

	Number of schools.	Extra expenditure.
		RS.
Government .. .. .	57	5,100
Local Bodies .. .. .	935	3,31,000
Aided .. .. .	1,915	9,63,600
<b>Total .. .. .</b>	<b>2,907</b>	<b>12,99,700</b>

2. The scale of pay of the B.T. teacher is taken at Rs. 85—5—125—10—175. The immediate extra cost is calculated on the basis of the difference between the minimum of this scale and the average of the secondary grade teacher's scale applicable to the management concerned, and the difference between the rates of dearness allowance.

3. The particulars given above relate to the State as a whole. If the Tamil districts alone are taken into consideration for the purpose, the extra cost will be reduced to Rs. 9,63,600 in respect of 1,915 Higher Elementary Schools.

4. The minimum period within which all Higher Elementary Schools in the State could be provided with B.T. Headmasters is determined on the basis of the following statistics :—

	Whole State.	Tamil districts alone.
<b>STATEMENT A.</b>		
1 Number of B.T. Headmasters required for Higher Elementary Schools.	2,907	1,915
2 Untrained graduate teachers in Secondary Schools .. ..	1,211	1,037
3 Number of B.Ts. required for the III form in the existing high schools.	920	721
4 Number of B.Ts. required for higher forms to be opened in the existing middle schools.	645	600
5 Number of B.Ts. required for additional sections to be opened under the second plan in Forms IV to VI (105 × 3).	315	263
<b>Total ..</b>	5,998 or 6,000	4,536

<b>STATEMENT B.</b>		
1 Number of candidates that can be trained every year in existing training colleges.	1,230	1,040
2 Deduct annual replacements .. .. .	160	124
3 Net annual number of B.T. teachers expected to be available.	1,070	916

5. It will thus be possible, even if the present age of retirement were to be in force, to provide B.T. Headmasters to all the Higher Elementary Schools in about six years' time.

#### HEALTH, EDUCATION AND LOCAL ADMINISTRATION DEPARTMENT.

##### CONCLUSIONS REGARDING TARGETS, LIMITS OF COST AND RELATIVE PRIORITIES.

The Legislature Committee on 'White Paper on Education' accepted the proposal that there should be a phased programme of development of primary education envisaging 80 per cent literacy within about 10 years. The Committee also desired to have a picture of the probable cost of expansion and improvement of higher elementary and secondary education.

2. Since then, this subject has been reviewed in this department and a detailed memorandum prepared. As a result of this review, the following tentative conclusions were reached regarding targets for 1965-66, limits of cost and relative priorities :—

I. Make all preparations necessary for raising funds in order to step up the average annual cost *per capita* (on Standards I to XI) from Rs. 3-1-0 to Rs. 5. This will be difficult. It will entail stepping up of the incidence of both State taxation and local taxation and mobilisation of educational endowments. Panchayats, municipalities and district boards should be required to undertake a specific share of the responsibility in levying local taxation and raising funds. (The revision of Grants-in-Aid Rules and administrative organisation should be designed to secure this result.)

II. Out of Rs. 5 *per capita* allocate 3 rupees for Standards I to V and 2 rupees for Standards VI to XI. This will mean an increase of Re. 1-2-0 *per capita* for Standards I to V and Re. 0-13-0 *per capita* for Standards VI to XI. If new resources fall short of Rs. 1-15-0 *per capita*, allocate such new resources as may be available proportionately.

III. Accept a definite target of *Annual Outturn of pupils who have achieved permanent literacy* at the rate of 2,000 per lakh of population. Distribute this target evenly throughout all villages and towns. Step up enrolment in Standards I to V to 11,000. Provide teachers at the average rate of one per 40 enrolled pupils. Provide school meals. Enforce compulsion. Regulate emoluments of teachers and expenditure on school meals, so as not to exceed the allocated cost *per capita*. Local authorities should be encouraged to experiment on ways and means of reducing cost and attaining the target with the maximum possible economy.

IV. In respect of Standards VI to XI, recognize and give effect to the following order of relative priorities :—

(i) Improvement of quality and utility of Secondary Education, at existing rates of annual outturn.

(ii) Levelling up the Annual Outturn of pupils who complete Higher Elementary Education and Secondary Education respectively to a common minimum level for all taluks of the State. This common minimum level may be fixed at 400 per lakh of population in respect of Higher Elementary Education and 100 per lakh of population in respect of Secondary Education.

(iii) (a) Improvement of the quality and utility of Elementary Education above Standard V, including the integration of basic education within the general school system.

(b) Further expansion of enrolment in Standards VI to XI, so as to raise the common minimum level to 600 per lakh of population in respect of Higher Elementary Education and 150 per lakh of population in respect of Secondary Education.

(iv) Further expansion of enrolment above the limits specified in (iii) (b) above, if and so far as available funds permit, up to twice the limits specified in (ii) above.

3. Annexure I exhibits the targets proposed for 1965-66 and compares them with the actuals for 1954-55.

4. Annexure II is a similar comparative statement regarding limits of cost.

5. This brief statement of conclusions regarding targets, limits of cost and relative priorities is circulated as a basis for discussion in Committee.

R. A. GOPALASWAMI,

*Secretary to Government, Health, Education and Local Administration Department.*

16th August 1956.

#### ANNEXURE I.

Standard	Number (in thousands) actually enrolled during 1954-55.	School enrolment per lakh of population.	
		Actuals, 1954-55.	Targets, 1965-66.
I	1,020	2,700	2,400
II	663	1,750	2,300
III	521	1,380	2,200
IV	404	1,070	2,100
V	354	940	2,000
Total, I to V	2,962	7,840	11,000
Two alternatives.			
VI	209	550	1,000
VII	171	450	900
VIII	146	390	800
Total, VI to VIII	526	1,390	300
2,700			
IX	83	220	270
X	73	200	230
XI	58	150	200
Total IX to XI	214	570	700
Total, I to XI	3,702	9,800	14,400

## ANNEXURE II.

	Actuals, 1954-55.	Proposed limits, 1955-56.
<b>Standards I to XI—</b>		
Enrolment .. .. .	37 lakhs	52 lakhs.
Cost <i>per capita</i> per annum .. .. .	Rs. 3-1-0	Rs. 5.
Total cost per annum .. .. .	11.63 crores	18 crores.
Cost per pupil per annum .. .. .	Rs. 31-7-0	Rs. 34-10-0.
<b>Standards I to V—</b>		
Enrolment .. .. .	30 lakhs	40 lakhs.
Cost <i>per capita</i> per annum .. .. .	Rs. 1-14-0	Rs. 3.
Total cost per annum .. .. .	7.20 crores	10.80 crores.
Cost per pupil per annum .. .. .	Rs. 24	Rs. 27.
<b>Standards VI to XI—</b>		
Enrolment .. .. .	7 lakhs	12 lakhs.
Cost <i>per capita</i> per annum .. .. .	Rs. 1-3-0	Rs. 2.
Total cost per annum .. .. .	4.43 crores	7.20 crores.
Cost per pupil per annum .. .. .	Rs. 63-5-0	Rs. 60.

HEALTH, EDUCATION AND LOCAL ADMINISTRATION DEPARTMENT  
MEMORANDUM.

ELEMENTARY SCHOOL TEACHERS—PROPOSED REVISION OF SCALES OF PAY.

*Section I—Preliminary.*

1. There are three different grades of Elementary School Teachers, Grade I (or Secondary Grade), Grade II (or Higher Elementary Grade) and Grade III (or Lower Elementary Grade). In each grade there are "Trained" and "Untrained" teachers. Untrained teachers, as well as Grade III teachers are only about 4 or 5 per cent of the total; they will disappear in time, and may be excluded from consideration. This memorandum is, therefore, limited to trained teachers of Grades I and II only.

2. Rates of pay for teachers of the same grade are different according to the type of management of the schools in which they are employed. That is to say, teachers of the same grade with the same length of service get paid at different rates according as they are employed in Government schools, local authority schools or private schools. (Among local authorities, there is a difference between the Madras Corporation and all other local authorities in this State). Again, there is a further difference in rates of pay as between Grade I teachers employed in elementary schools, and Grade I teachers employed in Forms I to III of High Schools and Middle Schools, even though such schools may be under the same type of management. There are also some differences between Basic schools and ordinary elementary schools.

So far, however, as dearness allowances are concerned, the rates depend on the rates of basic pay as shown below :—

Pay range.	Dearness allowance.
RS.	RS.
Up to 20 .. .. .	18
21 to 39 .. .. .	19
40 .. .. .	21
41 to 60 .. .. .	22
61 to 100 .. .. .	24

3. Proposals for revision of scales of pay are put forward on two different grounds. Some proposals seek to reduce or remove existing disparities, on the ground that teachers who perform the same duty and have the same qualifications and experience should receive the same pay. Other proposals seek to raise the pay, on the ground that existing scales are unduly low. It is necessary to bear this distinction clearly in mind; for, while all such proposals have financial implications, it is possible to reduce or remove insufficiently justified disparity without any *immediate* increase of the rate of pay.

*Section II—Trained Teachers—Grade II.*

4. Out of a total of 86,383 trained teachers of both grades employed in all elementary schools in this State on 31st March 1954, 70,005 were teachers in Grade II, while the number in Grade I was only 16,378. Even after allowance is made for Grade I teachers employed in Forms I to III of High Schools and Middle Schools there is no doubt about the large numerical superiority of Grade II teachers. They may be, therefore, considered first.



5. Their scales of pay are shown below :—  
 District board and municipal schools—30—1—45.  
 Aided private schools—30—1/2—33.  
 Government schools—30—1—50.  
 Corporation schools—31—1—45—1½—60.

The starting pay of Rs. 30, it will be observed, is the same in all cases (except for one rupee extra in Corporation Schools). The main disparity is to be found between aided private schools and the other schools. (The rates for aided private schools are those fixed for assessment for grant. Employers may pay more; and, in some schools where fees are levied, they probably do pay more.)

6. In considering the disparity between private schools and other schools, it should be mentioned that the present level has been reached after granting substantial increases in recent years.

7. As recently as 1946, the rate was Rs. 16 (of which the management was entitled to retain 15 per cent for expenses and pass on only 85 per cent). In 1947, the scale was raised to Rs. 25—1/2—30. Managements were called upon to pay Rs. 5 more; but failed to do so. Government paid Rs. 2 extra in 1950—51; and the remaining Rs. 3 in 1953—54, thus raising the starting pay to Rs. 30.

8. The position in neighbouring States may be next considered—(i) *Andhra* has generally the same rates as in Madras. (There is some doubt whether the starting pay for private school teachers has been raised to 30 or still remains at 27.)

(ii) *Travancore-Cochin*.—It appears from a statement received from the Government of India that there are no Grade II teachers at all; that all are Grade I teachers. (It will be seen in the next section that most Grade I teachers are paid much less than most Grade II teachers in this State.)

(iii) *Mysore*.—There are no local authority schools. There is a common scale for Government schools and private schools: 30—1½—45—2—55. (There is some difference in the rates of dearness allowance; but this is small and may be ignored.)

9. It will be observed that the Mysore scale is somewhat more favourable than in Madras. At the same time, it should be noted that the average annual *cost-per-pupil* is Rs. 13-10-0 in Mysore and Rs. 24 in Madras. How can this be? Some, at least, among the possible reasons are apparent from a statement received from the Government of India.

(i) Unlike in Madras, untrained teachers appear to be numerically important. They are paid on the scale of Rs. 25—1—30—E.B.—1—45.

(ii) An even more important reason seems to be the absence of Grade I. "Upper Primary Examination" is the minimum qualification prescribed for all teachers. These facts show that, from the point of view of controlling over-all cost, the relative numbers on different scales of pay should be considered, no less than the scales themselves.

10. There are six States in India where the average annual *cost-per-pupil* is substantially lower than in Madras. These are Uttar Pradesh (Rs. 13-5-0), Bihar (Rs. 13-11-0), Orissa (Rs. 14-0-0), West Bengal (Rs. 13-2-0), Mysore (Rs. 13-10-0) and Travancore-Cochin (Rs. 10-3-0). The position in Mysore and Travancore has been referred to already. The scales of pay for trained Grade II teachers in the first four of these States are mentioned below :—

(i) *Uttar Pradesh*.—It is stated that "there are no regular scales of pay" in private schools. There is no information about the proportion of the total number of teachers in Uttar Pradesh who are thus employed.

There are two scales of pay in Government schools, viz., Rs. 35—2—45—E.B.—2—65 and Rs. 25—1—30—E.B.—1—40—E.B.—1—45. The relative proportion in each of these two scales is not known. The total number must be relatively small, since the scales relate only to women teachers and "there are no primary schools for boys managed by Government".

The scale in force in Local Authority schools is Rs. 35—1—40—E.B.—1—45—E.B.—1—50. This is five rupees higher than in similar schools in this State. But this fact is offset by a substantially smaller dearness allowance.

The relevant comparison of pay and dearness allowances combined is shown below :—

Pay and dearness allowance. (1)	Madras— Local Authority sch.ols. (2)	Uttar Pradesh— Local Authority schools. (3)
	Rs.	Rs.
Minimum	49	47
Maximum	67	63

The principal reason for the low cost of elementary education in Uttar Pradesh must be evidently found in the fact already mentioned that there are "no regular scales of pay" in private schools.

(ii) *Bihar*.—There are two scales, one for “Passed Middle and Trained, or Passed Matric”; and the other for “Passed Upper Primary and Trained”. These scales are Rs. 30—1/2—40 and Rs. 25—1/2—35. The relative proportions are not known. It is evident that the *average rate* must be distinctly lower than in Madras.

(iii) *Crissa*.—The scales in force are given below :—

Government School	{	Rs. 34—1—39—E.B.—1—44.
	}	Rs. 30—1/2—40.
Local boards and	{	Rs. 30—1/2—40.
Private schools.	}	Rs. 22—1/2—30.

Dearness allowance (comparable with that of Madras) is admissible only in Government schools. Teachers in local board and private schools are in receipt only of a “flat rate of increment of four rupees a month”. If (as may be presumed) such teachers form the preponderant number in the State, it is evident that the emoluments of teachers are substantially lower than in this State.

(iv) *West Bengal*.—The teachers in Calcutta City Corporation schools are much better paid than in Madras City Corporation schools. Their scale is Rs. 60—2—70—3—85 and they get Rs. 40 as dearness allowance.

For private schools, “there are no uniform scales of pay”. There is no information about the approximate level of these non-uniform scales. Since the *average cost-per-pupil* in West Bengal is only about sixty per cent of the *average cost-per-pupil* in this State, it may be presumed that these non-uniform scales of pay are numerically important and are lower than in this State.

11. The position in other States where the *cost-per-pupil* is not much lower, or actually higher than in this State is given below :—

(i) *Assam*.—The scale is Rs. 35—1—40—E.B.—1—45, which is the same as Local Authority school scale in Madras—The dearness allowance, however, is only 20 per cent of the pay; and this seems to be limited only to Government schools. Thus, the total emoluments are distinctly lower than in Madras.

(ii) *Bombay*.—The scales are distinctly higher than in this State. The general scale is Rs. 40—1—50—E.B.—1½—65 applicable to Government and Local Authority schools; Rs. 30—2—40 applicable to private schools. There is, in addition, a “Selection Grade for 15 per cent of the cadre” carrying pay at Rs. 65—2½—90. The scales of dearness allowance are also substantially more favourable than in this State, Rs. 35 for some and Rs. 45 for others in Government and Local Authority schools. In private schools, dearness allowances are required to be not less than two-thirds of the comparable rates in Government schools.

Untrained teachers apparently exist and are paid Rs. 20—1—30 the minimum scale of pay.

(iii) *Madhya Pradesh*.—Government school rates are distinctly higher than in this State. The scale is Rs. 30—1—40—E.B.—2—60 and dearness allowance (at Rs. 26 and Rs. 33) is more favourable. The scale in Local Authority schools is Rs. 30—1—50 which is slightly better than in this State (though partly offset by difference in dearness allowance). There is a flat minimum rate of Rs. 30 pay and Rs. 15 dearness allowance in all private schools which compares unfavourably with this State. As the *average annual cost per pupil* in Madhya Pradesh is lower than in Madras, it seems likely that private school teachers are numerically important.

(iv) *Punjab*.—The scales in force in this State are among the most favourable in India. The lowest scale (applicable to private schools) is Rs. 40—2—60—E.B.—3—90—E.B.—4—110; together with dearness allowance at Rs. 30 and Rs. 40. The scales applicable to public schools are 7½ rupees higher.

(v) *Other States*.—The rates in force in adjoining States, adjoining Punjab, viz., Delhi, Pepsu, Madhya Bharat and Rajasthan are all fairly high. Hyderabad enjoys the distinction of having the best scale, viz., Rs. 54—2—56—2½—81—E.B.—3½—98½ and a dearness allowance of Rs. 24. It is, however, noteworthy that the *average cost-per-pupil* in Hyderabad is not higher than in Madras. From this it must be concluded that there is a high proportion of teachers “with lower qualifications” on the scale of Rs. 30—1½—42½ and dearness allowance of Rs. 15—7—0.

12. As a result of this review, the following conclusions may be stated as regards Trained Teachers, Grade II :—

*First*.—The teachers in this State are paid as much as (and in many cases more than) in the adjoining States of Andhra, Mysore, Travancore-Cochin, as well as other important States like Uttar Pradesh, Bihar, Orissa, West Bengal, Assam and Madhya Pradesh.

*Secondly.*—The teachers in this State are not paid as much as in Hyderabad, Bombay, Punjab and the States adjoining Punjab.

*Thirdly.*—Disparities in scales of pay as between schools under different types of management exist in nearly all States; and this State is, by no means exceptional in this respect.

### *Section III—Trained Teachers—Grade I.*

13. These teachers should have completed S.S.L.C. and undergone two years of special training. When employed in Government Schools (which are few) they get pay in the scale of Rs. 45—3—60—2—90. There is no difference as between higher elementary schools and in Middle School Forms (I to III of High Schools and Middle Schools). When they are employed by local authorities in Middle School forms they are paid on the scale of Rs. 45—2—85. In schools under private management, they may be paid either at Government rates or at local authority rates, if employed in Middle School Forms. When employed by local authority or private agencies in elementary schools, the scales are lower as shown below :—

Local authority—Rs. 40—1½—55—2—75.

Private—Rs. 40—1—48.

14. Scales of pay for other categories of public servants in this State compare as below with teachers' scales of pay :—

Lower division clerks, Rs. 45—3—60—2—90.

Agricultural Fieldmen, Grade II, Rs. 45—2—55—1—60.

Overseers of Fisheries Department, Rs. 45—2—85.

Foresters, Rs. 50—3—65—2—85.

15. Among adjoining States, Andhra has the same scales of pay as in this State (except for a doubt about the grant of the latest addition of pay for teachers in private schools). In Government Schools of Travancore-Cochin, the scale is Rs. 30—1—40—2—50. The dearness allowance is somewhat better than in this State; but even then the combined emoluments are lower. In private schools, teachers are paid at a flat rate of Rs. 30, headmasters getting an extra Rs. 5 as allowance. There are, apparently, no dearness allowances for them. When employed in Middle School forms, the teachers get Rs. 30—3—60.

In Mysore also, teachers get lower pay than in this State. There is no difference between Grade I and Grade II in elementary schools. In Middle School Forms they get pay on the scale of Rs. 40—2—50—E.B.—3—80 (which also compares unfavourably with the corresponding scale in this State).

16. The returns from other States indicate that, in many of them, Trained Teachers of Grade I are employed in Middle School Forms or as Headmasters only, but not as teachers in Elementary Schools. (Instances are Hyderabad, Orissa, Madhya Pradesh, Assam and Punjab.)

In Bombay, the scales for Government and local authority schools are distinctly better being 10 rupees higher than that for Grade II teachers (noticed already). No scales are mentioned for private schools in that State.

In Uttar Pradesh, the scale for Government School is Rs. 45—2—65—E.B.—3—80 which is slightly less favourable than in this State. No scales are mentioned for local bodies. In Private Schools of this State, "there are no regular scales of pay" for any teachers.

The Bihar scale for Government Schools (Rs. 50—2—70—E.B.—2—90) is practically the same as in this State but has a better start. The scale for private school is also a little better (Rs. 40—1—50—E.B.—1—60). This is also the scale in Local Authority schools. In this State, the corresponding scale is better. There are slight differences in Dearness Allowance rates also. On the whole the teachers get much the same emoluments in Bihar as in this State. The Calcutta Corporation teachers get distinctly better pay (Rs. 70—4—90—5—130 plus Dearness Allowance at Rs. 40 or Rs. 45). Elsewhere in West Bengal "there are no uniform scales of pay".

17. To sum up, the position about Trained Teachers, Grade I is much the same as about Trained Teachers, Grade II. Teachers get at least as good pay in this State as in most other States, and better pay than in many of them. There are only a few States where they get better pay than in this State. (This is better marked in Middle School Forms than in Elementary Schools proper.) Disparities in scales of pay between schools under different types of management exist almost everywhere.

PAPER FOR REFERENCE DURING DISCUSSION OF ITEM III OF THE AGENDA FOR THE MEETING OF THE LEGISLATURE COMMITTEE  
ON THE WHITE PAPER ON EDUCATION ON 7TH SEPTEMBER 1956.

Preparatory year.	Transition Programme (I).					Transition Programme (II).						Transition Programme (III).				
	Year (1) (2)	Year (2) (3)	Year (3) (4)	Year (4) (5)	Year (5) (6)	Year (1) (7)	Year (2) (8)	Year (3) (9)	Year (4) (10)	Year (5) (11)	Year (6) (12)	Year (1) (13)	Year (2) (14)	Year (3) (15)	Year (4) (16)	Year (5) (17)
Form VI .. ..	F.VI	F.VI	F.VI	N.S.X	N.S.XI	F.VI	F.VI	F.VI	F.VI	F.VI	N.S.XI	F.VI	VI	VI	X	N.S.XI
Form V .. ..	F.V	F.V	N.S.IX	N.S.IX	N.S.X	F.V.	F.V	F.V	F.V	N.S.X.	N.S.X	F.V	F.V	IX	IX	N.S.X
Form IV .. ..	F.IV	N.S.VIII	VIII	VIII	N.S.IX	F.IV	F.IV	F.IV	N.S.IX	N.S.IX	N.S.IX	F.IV	VIII	VIII	VIII	N.S. IX
Form III Old Standard		N.S.	N.S.	N.S.		F.III	F.III	N.S.	N.S.	N.S.	N.S.	F.III	F.III	F.III	F.III	N.S.
VIII .. ..	N.S.VII	VII	VII	VII	N.S.VIII	VIII	VIII	VIII	VIII	VIII	VIII	VIII	VIII	VIII	VIII	VIII
O.S.VII						F.II	N.S.	N.S.	N.S.	N.S.	N.S.	F.II	F.II	F.II	N.S.	
Form II .. ..	N.S.VI	N.S.VI	N.S.VI	N.S.VI	N.S.VII	O.S.VII	VII	VII	VII	VII	VII	O.S.	O.S.	O.S.	VII	N.S.VII
O.S.VI							N.S.	N.S.	N.S.	N.S.	N.S.	F.I	F.I		N.S.	N.S.VI
Form I .. ..	N.S.V	N.S.V	N.S.V	N.S.V	N.S.VI	N.S.VI	VI	VI	VI	VI	VI	O.S.	O.S.	N.S.	VI	
							O.S.	O.S.	O.S.	N.S.		VI	VI	VI		
O.S. V .. ..	O.S.V	O.S.V	O.S.V	O.S.V	N.S.V	O.S.V	V	V	V	V	N.S.V.	O.S.	N.S.	N.S.	N.S.	N.S.V
O.S. IV .. ..	O.S.IV	O.S.IV	O.S.IV	N.S.IV	N.S.IV	O.S.	O.S.	O.S.	N.S.	N.S.	N.S.	N.S.	N.S.	N.S.	N.S.	
O.S. III .. ..	O.S.III	O.S.III	N.S.III	N.S.	N.S.	O.S.	O.S.	N.S.	N.S.	N.S.	N.S.	O.S.	O.S.	N.S.	N.S.	N.S.IV
			III	III		III	III	III	III	III	III	III	III	III	III	N.S.III
O.S. II .. ..	O.S.II	N.S.II	N.S.II	N.S.	N.S.	O.S.	N.S.	N.S.	N.S.	N.S.	N.S.	O.S.	N.S.	N.S.	N.S.	
			II	II		II	II	II	II	II	II	II	II	II	II	N.S.II
O.S. I .. ..	N.S.I	N.S.I	N.S.I	N.S.I	N.S.I	N.S.I	N.S.I	N.S.I	N.S.I	N.S.I	N.S.I	N.S.I	N.S.I	N.S.I	N.S.I	N.S.I

Abbreviations.

- "F"—Form ..
- "O.S."—Old standard.
- "N.S."—New standard.

Programme No. I was suggested by Government in the White Paper. It will complete the transition in 5 years, in all schools simultaneously without entailing the need for extra accommodation in any school in any year.

Programme No. II has been suggested by the City Headmasters' Conference. It is intended to meet the objection that Programme No. I requires 7 batches of pupils to spend 12 years in school. This programme will avoid this for all batches and complete the transition in 6 years instead of 5 years.

The objection to Programme No. II is that it requires 5 successive batches to cover 3 years' portions in 2 years. This might be too difficult and there is a risk of failure. Programme No. III is a suggested *via media*. Four transitional batches will do 12 years. Three batches will cover 5 years' portions in 4 years. The transition will be completed in 5 years in all schools.

AIDE-MEMOIRE FOR THE LEGISLATURE COMMITTEE ON THE  
WHITE PAPER ON EDUCATION.

1. The Committee is scheduled to meet again at 10-30 a.m. on the 7th September in order to discuss and take decisions on the two subjects under the items of Agenda specified below :—

*Item II-B.*—Break up of School-education into Elementary and Secondary Education.

*Item III-D.*—Transition programme.

2. In considering item II-B of the Agenda, it will be necessary to review in detail Sections I, II and III of Memorandum No. II of the White Paper on Education; the Director of Public Instruction's Note on "Organizational Pattern of School-Education" (circulated to members of the Committee at its last meeting); and certain other papers. It is necessary that this important review should be carried out systematically.

3. The "Aide-Memoire" (herewith annexed) has been drafted, so as to serve as subsidiary agenda under the two main heads of subjects referred to above. It is suggested that the topics for discussion may be taken up in the order indicated in the Aide-Memoire at the next meeting of the Committee on the 7th September.

ANNEXURE.

I. REVIEW OF SECTIONS I TO III OF MEMORANDUM NO. II OF THE WHITE PAPER ON  
EDUCATION.

1. Distinction between the "institutional pattern", i.e., the pattern of School-organization, and the pattern of organization of the courses of studies which is the "Curricular pattern". They are different (though interconnected) aspects of the "organizational pattern" of School education.

2. Present Institutional Pattern is (5 plus 3 plus 3). There is no proposal in the White Paper that this should be changed.

3. Present Curricular Pattern is also (5 plus 3 plus 3). The proposal in the White Paper is that this should be changed into a New Curricular Pattern (7 plus 1 plus 3).

4. Curricular Pattern (8 plus 4) was once suggested and considered. Advantages and disadvantages. Reason why not chosen by Government.

5. Curricular Pattern (8 plus 3) was once suggested and considered. How it differs from Present Curricular Pattern (5 plus 5 plus 3) and Proposed New Curricular Pattern (7 plus 1 plus 3). Advantages and disadvantages. Reasons why Curricular Pattern (8 plus 3) was not chosen by Government.

6. Curricular Pattern (7 plus 4) was once suggested and considered. How it differs from suggested Curricular Pattern (8 plus 3). Advantages and disadvantages. Reasons why Curricular Pattern (7 plus 4) was not chosen by Government.

II. REVIEW OF DIRECTOR OF PUBLIC INSTRUCTION'S NOTE ON "ORGANIZATIONAL PATTERN OF  
SCHOOL EDUCATION".

1. "The entire School Course should be of 11 years' duration." Agrees with White Paper proposal.

2. "The Lower Elementary School Course should continue to be of 5 years' duration and not reduced to four years." Agrees with White Paper proposal.

3. "The Higher Elementary School should continue to have all the eight standards, and not reduced to seven standards." No disagreement with White Paper proposal, if (as can be clarified) the Higher Elementary School Final Course and the Junior Secondary Course are recognised as two separate courses of study in the Eighth Standard.

4. "The syllabus should be the same for the corresponding standards of different types of Schools." Is this incompatible with the institution of two separate courses (the Junior Secondary Course and Higher Elementary School Final Course) in the Eighth Standard? If so does it suffice to invalidate the grounds on which the Curricular Pattern (7 plus 1 plus 3) was preferred to Curricular Pattern (8 plus 3).

5. "The qualification for the class teachers should be the same, so that the syllabus may be properly covered." What are the implications of this principle in relation to the choice between Curricular Pattern (7 plus 1 plus 3) and Curricular Pattern (8 plus 3).

6. Appointment of Graduate-Trained Teachers to Eighth Standard—(i) Relative Priority of Rural High Schools and Rural Higher Elementary Schools; (ii) Relative Priority of Rural Schools and Urban Schools.

7. It is stated that it is not practicable to upgrade Standard VII to parity with present Third Form in High Schools. Is this accepted? If so, what is its effect on the proposed new Curricular Pattern (7 plus 1 plus 3).

8. It has been suggested that pupils who are eligible for the Junior Secondary Course and yet take the Higher Elementary School Final Course in the eighth standard, should be made eligible for direct promotion to the ninth standard, without being compelled to lose a year. Is this feasible consistently with the curricular pattern (7 plus 1 plus 3) ?

9. It is stated that the proposed new pattern (7 plus 1 plus 3) is a deviation from the All-India pattern visualised by the Government of India. Is it? Distinction between " pattern " of curricula and " content " of curricula. Which is preferable; (7 plus 1 plus 3) or (8 plus 3) for purposes of conformity with " content " of All-India curricula ?

### III. FUTURE OF THE E.S.L.C. EXAMINATION.

It has been agreed that the present E.S.L.C. examination limited to pupils of Higher Elementary Schools should be abandoned; and its place should be taken by a " standardised scholastic test ", governed by common regulations framed for the State as a whole but administered locally. This should be applicable to pupils of High Schools, equally with pupils of Higher Elementary Schools.

The implications of the new Test may be further reviewed in the light of conclusions reached under 11 above.

### IV. TRANSITION PROGRAMME.

There are three different proposals regarding the Transition Programme. Two different proposals are detailed in Section V of Memorandum No. II of White Paper on Education. A third proposal is detailed in the Memorandum of the City Headmasters' Conference. These three proposals may be reviewed in the light of conclusions reached on II and III above.

### V. CHOICE OF CURRICULAR PATTERN.

Having concluded its review of all relevant considerations, and having weighed the advantages against the disadvantages of each of the four possible curricular patterns, which of them is the Legislature Committee's choice? (7 plus 1 plus 3)? or (8 plus 3)? or (7 plus 4)? or (8 plus 4)? A firm choice may be made.

### VI. STANDARDIZATION OF NOMENCLATURE.

It is desirable that the use of names should be standardized, so as to assist in understanding the new pattern as chosen by the Committee. The names should be free from misleading implications and thus avoid misunderstanding. What should be the distinctive names for the three different types of schools which will continue to exist? What should be the distinctive name for each of the new curricula to be framed by the Expert Committee? It is desirable that the names of schools should be different from the names of curricula. Both should be standardized to the satisfaction of the Legislature Committee.

Diagram showing the changes in the Pattern of School Curricula in the Madras State (Proposed) to be carried out during the Second Five-year Plan Period and Statement showing School—Enrolment—Targets for 1965-66

SCHOOL CURRICULA IN FORCE DURING THE FIRST YEAR OF THE SECOND FIVE YEAR PLAN PERIOD

SCHOOL YEARS

SCHOOL CURRICULA (PROPOSED) TO BE BROUGHT INTO FORCE AFTER THE FIRST YEAR OF THE THIRD FIVE YEAR PLAN PERIOD

S.S.L.C. (ACADEMIC) COURSE

S.S.L.C. (DIVERSIFIED) COURSES

HIGHER SECONDARY (TECHNICAL) COURSE

HIGHER SECONDARY (ACADEMIC) COURSE

MULTI-PURPOSE COURSES

HIGHER  
ELEMENTARY  
COURSE

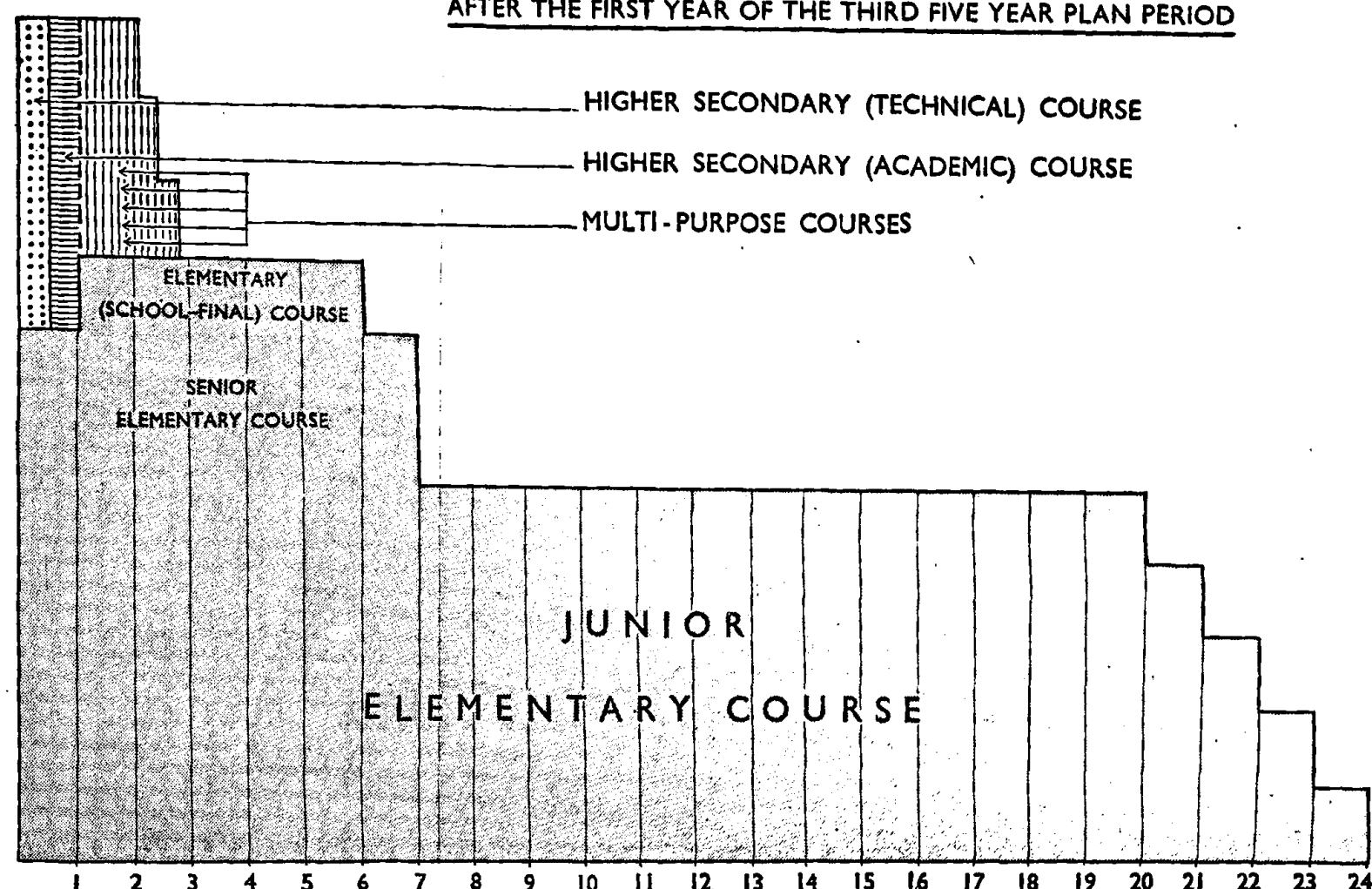
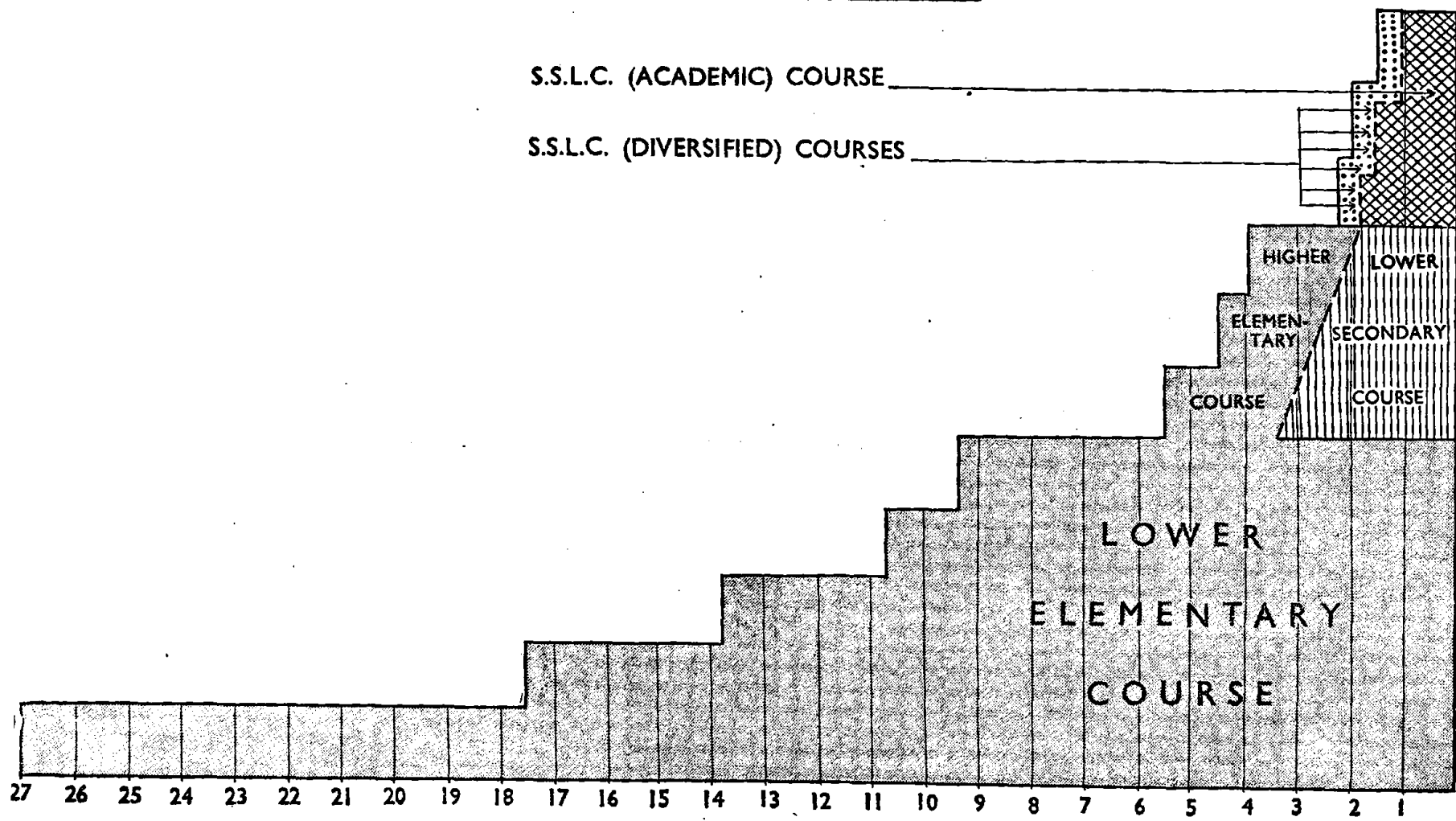
LOWER  
SECONDARY  
COURSE

LOWER  
ELEMENTARY  
COURSE

ELEMENTARY  
(SCHOOL-FINAL) COURSE

SENIOR  
ELEMENTARY COURSE

JUNIOR  
ELEMENTARY COURSE



STATEMENT.

School years.	Number (in thousands) actually enrolled during 1954-55.	School enrolment per lakh of population.	
		Actuals, 1954-55.	Targets, 1965-66.
I	1,020	2,700	2,400
II	863	1,750	2,300
III	521	1,380	2,200
IV	404	1,070	2,100
V	354	940	2,000
Total I to V	2,962	7,840	11,000
VI	209	550	700
VII	171	450	700
VIII	146	390	600
Total VI to VIII	526	1,390	2,000

STATEMENT—cont.

School years.	Number (in thousands) actually enrolled during 1954-55.	School enrolment per lakh of population.	
		Actuals, 1954-55.	Targets, 1965-66.
IX	83	220	270
X	73	200	230
XI	58	160	200
Total IX to XI	214	570	700
Total I to XI	3,702	9,800	13,700

RECORD OF THE PROCEEDINGS OF THE LEGISLATURE COMMITTEE ON  
THE WHITE PAPER ON EDUCATION.

2nd August 1956.

1. The Committee of the Legislature on "The White Paper on Education" met in the Committee Room, Fort St. George, at 11-30 a.m. on Thursday, the 2nd August 1956. The following members were present:—

- 1 Dr. A. Lakshmanaswami Mudaliar, M.L.C.
- 2 Sri V. R. Ranganathan, M.L.C.
- 3 Sri T. M. Narayanaswami Pillai, M.L.C.
- 4 Srimathi S. Manjubashini, M.L.C.
- 5 Sri N. Ramakrishna Ayyar, M.L.A.
- 6 Sri P. Ramamurthi, M.L.A.
- 7 Sri T. Purushotham, M.L.C.
- 8 Sri S. Swayamprakasam, M.L.A.
- 9 Sri P. B. K. Raja Chidambaram, M.L.A.
- 10 Dr. K. B. Menon, M.L.A.
- 11 Sri V. K. Ramaswami Mudaliar, M.L.A.

Sri R. A. Gopaldaswami, I.C.S., Secretary to Government, Health, Education and Local Administration Department, was also present.

2. In the unavoidable absence of Sri C. Subramaniam, Minister for Finance and Education, proposed by Sri V. R. Ranganathan and seconded by Sri T. Purushotham, Dr. A. Lakshmanaswami Mudaliar took the Chair.

3. The Committee examined Sri T. P. Srinivasavaradan, President, South India Teachers' Union, Madras, and Sri K. Kuruvila Jacob, President, City Headmasters' Conference, Madras, with reference to the views they had expressed on the White Paper. The Chairman said that the City Headmasters' Conference and the South India Teachers' Union had submitted more or less identical views on the White Paper.

On the suggestion of Sri P. Ramamurthi, the Committee decided that the above two witnesses be requested to be present on the 3rd August 1956 also, when the Minister for Education would be present, in order to help with further elucidation of their views, if found necessary.

4. The Chairman enquired of the witnesses with reference to the views expressed by them as regards regulation of school age, whether they had contemplated at any time the possibility of pre-primary or nursery education being provided to children.

Sri Jacob replied that there was a misconception about the functions of pre-primary, nursery and kindergarten schools. In U.K. and other countries, real primary education did not start here. Children attended these schools just for playing, singing and dancing and never worried about the three 'R's. If such schools were provided for, personally they would have no objection to the age of admission being 6 plus.

5. Sri Srinivasavaradan observed that, in practice, even though the present age of admission was 5 plus, it was found that most of the admissions in the first year were 6 plus. The underaged pupils formed a relatively small proportion; this became smaller and smaller in higher standards. Most of the boys leaving High Schools do so at 17 plus. That was normally the case, which showed that there could be no objection to the age of admission being 6 plus in a eleven-year schooling. At the same time it also showed that the advantage to be gained by changing from 5 plus to 6 plus was not so great that it should be made in the face of opposition based on tradition and sentiment.

6. In the case of kindergarten, etc., the age of admission might well be between 3 and 4. But here the Government should come forward with liberal aid to encourage pre-primary education.

7. They would also emphasize that wherever an age-limit was fixed for admission, it should be strictly enforced at all points. In reply to a query from Sri Ramaswami Mudaliar, the witness said that the regulation of school age at all levels would put a stop to parents by-passing age rules and admitting their children to higher classes stating they had private study.



Direct admission from private study to classes above standard 6 should not be permitted except in very special cases, such cases being those in which officers were frequently transferred from one station to another.

8. To a suggestion from Sri Ramakrishna Ayyar that '5 plus' might discriminate against certain sections of the community, Sri Srinivasavaradan said that even now among the boys admitted at the age of 5 plus, only one or two finished their course at 16 plus. The majority of them reached 17 plus when they finished their schooling.

9. Sri P. B. K. Raja Chidambaram suggested that in the interests of children living in the villages it would be wise to make the school-age 5 plus, since they could be taken away from their otherwise unhealthy and "illiterate" surroundings, and asked whether this would not result in greater benefits for the children when their long-range plan was to provide education to all up to the age of 14.

Sri Kuruvila Jacob felt that a child had to be taken care of more at the age of 11 (the adolescent period) than at 5, since it was during this period that emotional and intellectual adjustments took place normally. In that context, 6 plus was desirable. However, there was a tradition to send children to school at the age of 5 and he would like to respect it. There need not be a ban on admission at the age of 5 plus. Where an area was declared "compulsory", then voluntary enrolment could be effected at 5 plus; and compulsory enrolment effected at 6 plus.

10. Replying to questions from Sri T. M. Narayanaswami Pillai, the witness said that they accepted the age as given by the parent at the time of admission as correct. Of course, often this was changed by the parents for their own purposes. Sri T. M. Narayanaswami Pillai pointed out the practical difficulty in enforcement as it might not be easy to insist that, at the time of admission, parents should produce certified extracts from the Birth Register as proof of the correct date of birth.

11. The witnesses desired to make it clear that their own preference was in favour of 6 plus; that this preference was not based on considerations relating to the age of admission to the University course—viz., 17 plus—nor the age of entry into Government service, etc. Their preference was based solely on the consideration that the physical and psychological condition of the pupils in the primary schools should be such as to secure that they got full benefit from the school.

To a query from Sri Purushotham, the witness replied that they had no special reasons, apart from tradition, to suggest 5 plus.

12. Replying to questions from Dr. Menon, the witness said that the rural and urban children fared alike whether the age of admission was 5 plus or 6 plus. Whether tradition was confined to masses or the class in the past, it was there and they would support any one who stood against it and made 6 plus the age of admission. They would not advocate two kinds of school ages for the rural and the urban children. If there was disparity in the level of attainment between the urban children and the rural children at present, it would go as and when schools in rural parts became well-equipped and admission was regulated at all levels.

13. In reply to a suggestion from Sri Ranganathan, Sri Kuruvila Jacob said that there could be no objection to admissions, being made twice a year—June and January—provided there were facilities for running parallel classes. But one could not be dovetailed into the other.

As regards nursery schools, if voluntary agencies alone ran these, only a very small number of children could afford to join them. That was the reason why they had laid emphasis on Government aid for this purpose.

14. The Committee then examined the witnesses as regards the duration and stages of school education.

Replying to questions, Sri Kuruvila Jacob said that if there should be a break in the integrated course of seven years, it must be at the end of five years.

15. There were 2,500 higher elementary schools in the State with an eight-year course. These schools should be helped to have the eighth-year of the course as the junior secondary stage so that the standard of secondary education could be raised. Steps should be taken to this end if the Government wanted to continue to retain the VIII standard in the existing higher elementary schools.

16. The Chairman enquired whether (on the lines of the foregoing suggestion) the fifth year of the present primary stage could not be regarded as the first year of a three-year course covering the last three years of the Elementary Education. The witness replied that it came to the same thing as what they had in mind and re-called in this connexion another suggestion they had made that the fourth and fifth classes should be handled by higher secondary-grade teachers.

17. Sri Ramakrishna Ayyar said that the present three years of lower secondary or higher elementary education would become two in the integrated course and asked how children in the primary stage were going to be prepared to fit into this during the transitional period.

The witness replied that such a thing could happen at the end of five years and when it did, there should be some kind of a test to see whether they could fit in. The fifth standard should be upgraded to the level necessary for admission to the sixth and seventh standards in the integrated course.

18. In reply to a query from the Chairman as regards the scholastic tests for admission to the eighth standard, Sri Kuruvila Jacob said that there must be a preparatory stage at the eighth standard. Four years' preparation was necessary for raising the standard of secondary education and to keep within the eleven-year pattern, the eighth standard wherever it now existed should conform in the new set-up to the present IV Form. At the end of the seventh year, some kind of a standardized test might be held and those who passed it might go to the eighth standard. This need not be like a public examination. It might be confined to taluks or districts, the schools in the concerned area joining together and holding the test.

Replying to a question from Sri Ramamurthi, Sri Kuruvila Jacob stated that he was a member of the Secondary Education Board. He was in full agreement with the recommendation of the Secondary Education Board "that the higher elementary school should continue to have all the eight standards" and not be reduced to seven standards provided the qualifications for the class teachers should be the same.

19. The Chairman observed that VIII Standard in the reorganized system of education that was contemplated should be such as to be equivalent to the present IV Form and it should be manned by competent persons who had the requisite training for the same and who could teach high school classes. They had to consider whether they had the necessary personnel and equipment for the same.

Sri Kuruvila Jacob said that the present IV Form should correspond to the new VIII Standard and that only those who were now qualified to handle IV Form should handle VIII Standard. He would favour two types of courses, viz., Higher Secondary course and General Certificate course. One of the difficulties in the present system of education was that all the pupils undergoing high school education were expected to reach the same level of attainment in the course of their whole study, in spite of the fact that they had some diversified system of education comprising Secretarial and other courses. The result was that nearly 50 per cent of the students failed in the S.S.L.C. Examination. He would suggest a general certificate course (more or less like the one leading to S.S.L.C.) comprising three years after passing which the student could enter the pre-University or higher secondary course, and a four-year higher secondary course, its XI Standard being of a higher standard than the present S.S.L.C. class, by passing which the student could enter the degree course straightaway. By passing the higher secondary course the student could enter the pre-professional course or Government service. The present system of diversified courses in high schools though said to have a vocational bias was not so in reality.

20. The Chairman observed that the crying need of the hour was to produce more technical personnel for the rapid industrialization of the country. He had been informed by a highly competent technical authority that if a student after undergoing high school education for three or four years in a diversified course, say, in engineering (elements of engineering as it is called) with some knowledge of science, history and geography, were to enter service in a motor company, he was sure to come up to a foreman's or some other high post in the company in a short time for the background he had in the high school would stand him in good stead later in life. He knew for instance that in America in technical schools, 50 per cent of the study comprised technology while the other 50 per cent alone accounted for other subjects, with the result, the schools turned out a large number of technical men every year. That had contributed to the industrial advancement of the United States of America. The Chairman observed that they had to keep this in view.

21. Sri P. Ramamurthi agreeing with the view of the Chairman said that they had to produce more technical hands. Majority of the students did not go to the University. They had to plan the high school education in such a way that the student after finishing that education could be fit enough to enter some job. If they had prescribed courses of diversified study in different branches of engineering and technology in the high school course, giving the students elementary grounding in these subjects, that would go a long way in producing more technical personnel. They had also to prescribe what would be the minimum technical knowledge that a student should possess to enter the engineering college or a polytechnic.

22. The Chairman observed that after completing the higher secondary course, the student could enter the second year of the polytechnic or the pre-professional course in the Engineering College. During the war and after the war, surveyors, mechanics, welders, etc., were required in thousands. But they could not get the requisite personnel. They had to plan the high school education in such a way as to meet the industrial needs of the country.

23. To a query from Dr. K. B. Menon, whether for those who had passed out of the VII Standard and who sought some jobs later on, they intended to institute a public examination of the VIII Standard, Mr. Jacob replied that there would be an integrated primary course extending to seven years and if after that, the student wanted to enter the higher secondary course, he would be admitted to the new VIII Standard, while for those who wanted to stop with higher elementary course, there would be a one-year course after completing VII Standard at the end of which the pupils would be tested by a sort of internal examination conducted by the school authorities themselves.

24. In reply to an enquiry regarding the necessity for the separate one-year course in the VIII Standard, following the admission test, Sri Kuruvila Jacob remarked that the Government had come out with the suggestion of one more year of schooling after the VII Standard, that is, the rounding off course, for those who wanted to enter life after undergoing the higher elementary course. They had no objection to such a course if it was felt to be necessary in order to meet objections to dropping a year from eight-year schools. But they would for their part be content with an integrated 7-year course of elementary education followed by four years of higher secondary education.

25. The Committee then rose for lunch.

#### After Lunch—3 p.m.

The Committee of the Legislature on the White Paper on Education reassembled and continued the examination of Messrs. K. Kuruvila Jacob and T. P. Srinivasavaradan.

26. Dr. Mudaliar observed that they were considering the question of technical education. He quoted from the Report of the Secondary Education Commission, the recommendations that Commission had made in respect of that matter and said they had at present more or less illiterate persons to do that important job. If the recommendations of the Commission were implemented, they would get more literate people to take to this type of course. Pupils under that scheme, after a period of four years' training, might go out as technicians or take to higher studies as engineering and technology.

27. Sri Jacob agreed there was paramount need for such training but the scheme outlined by the Commission had not been fully understood. To reach such a level of competence in technical education the provision of one-third of the school time-table was not sufficient. If what was wanted was that the pupils should after training go into vocations or higher technical institutes, they should reconsider the whole matter. However, there was one problem. It would be difficult for the pupils as well as the parents to make a choice definitely for a vocation at the ninth standard level, unless there was absolute certainty about their securing desired employment; in the absence of such certainty there was opening for them in the Universities also.

28. Sri Ramamurthi said that the question ought not to be looked at from the psychology of the parents or of the boys. Taking into consideration the future pattern of the society that they wanted to build up with the aid of so many plans and projects, they should plan the education of their children. Having accepted the principle that industrialization was essential for the progress of the country, they had to plan the educational system in such a way that it would subserve our purpose. A slight modification here and there of the present system would not meet the needs of our changing society. Sri Ramamurthi referred to the different conditions obtaining in England; and said the student here must be enabled to get an understanding, an idea of the different types of machines used and how they were used. With that equipment he could go into a vocation and then take to higher studies.

29. Sri Jacob said that at the end of the seventh year there should be two types of courses other than the usual school course, namely, the vocational or trade schools and other technical schools with about 50 per cent of technical education and 50 per cent of general education. The type of education mentioned in the Report of the Secondary Education Commission would be the best. He added that if any particular course offered sufficient prospects, there won't be any difficulty for either the parents or the pupils to choose that course.

30. Dr. Mudaliar pointed out that they had to take into account the demands of the country as well as the requirements of the pupils. If the demand of the country had to be given priority, then the need to see that more of the students took to technical

aspects of education became obvious. The type of technical education referred to in the Commission's report was to give young men training in the use of tools and materials and the process connected with them. It was not intended that with such training they would become completely qualified. Such courses would be popular if, after the Higher Secondary School stage, incentive was provided to take to higher technical education whether through the University or the Polytechnic.

The witness agreed that, that was a matter that ought to be taken into consideration in planning the Higher Secondary Schools and even the ordinary schools.

31. Sri Ramamurthi asked whether in preparing the syllabus and determining the number of years' training the students should get, people connected with industries would also be consulted or these things would merely be left to the Headmasters.

Dr. Mudaliar said that after deciding the pattern, the other things would be done with the help of trained teachers and people connected with various industries.

32. Sri Ramamurthi asked how they had decided on a eleven years' course consisting of seven years and four years. Sri Jacob said they agreed to a eleven-year course to fall in line with the rest of India. In some other States they had a ten-year course which was regarded as equal to the course obtaining in this State. Now they were adding one more year. Their aim was to secure that, at the end of 11 years, students attained much the same standard as they did, at present, during 12 years—that is 11 years at school and the first year at college or polytechnic. In order to get this result, it is proper that, during the first seven years, the standard attained at present in 8 years should be covered. This will make the last 4 years available for covering the course at present, covered in the IV to VI Forms in High Schools and the Pre-University Course in Colleges.

33. Dr. Mudaliar observed that the five years' primary education involved certain wastage of time and methods of teaching. With trained teachers, the standard could be attained in four years. On that basis he was agreeable to seven years for the primary stage instead of the present eight years. Then four years would be given to the higher type of education which must be based on a minimum achievement at the end of the first seven years.

34. Sri Ramamurthi asked whether in view of the provision in the Constitution, a four plus four plus three years course would not facilitate easy change over with six plus as the age of entry into school. The suggested course of seven plus four would require further revision in case they decided in the future to enforce compulsion up to 14 years. Sri Jacob said that would come up only after 20 years. And when the time came (he thought) the proper course would be to have an 8 plus 4 pattern, and thereby raise the standard of both elementary and secondary education still further.

35. Sri V. K. Ramaswami Mudaliyar asked whether the two years' training now given to Higher Elementary Grade teachers could not be reduced to one year. Sri Srinivasavaradan said that after training for only one year, the trainees would not be able to control the students as they would be only 16 or 17 after the completion of their training.

36. Sri Raja Chidambaram said that a large number of students were now in the eighth standard and asked what would happen to them if they were to stop with a seven-year integrated course. Sri Srinivasavaradan said that in the existing schools, the eighth standard would correspond to the first year of the succeeding four-year course. The seven-year schools should not be permitted to have the eighth standard unless graduate teachers with new laboratory and other facilities were provided beforehand.

37. Dr. Mudaliar said that the witnesses have agreed to a seven-year course of elementary education followed by the four-year course of secondary education as the normal pattern for schools in the State. But they agree as a transitional measure, wherever there was the eighth standard, it should be improved to correspond to the first year of the succeeding four-year course, and this four-year course should be of two types, an academic course leading to a higher certificate and bifurcated courses leading to a general certificate. The latter could put in an extra year in the Pre-University Course. As regards technical education, it was the impression of the witnesses that some more experts should be consulted on the settlement of the courses of technical education.

38. Asked about teaching of languages, Sri Jacob said the regional language should be the medium of instruction in the High School stage. Technical names in English should be adopted for teaching science and mathematics. The students should be made to learn three languages. Regional language is one. The second is English and the third could be Hindi. If some students do not want to take Hindi, they could take another part of the same regional language. It could however be limited to two for pupils finding it difficult to take three languages. The third language could come in at the eighth standard.

39. The witness said that the top classes in Higher Secondary Schools should correspond to the standard of the Pre-University classes and have efficient staff and proper equipment during the transitional stage. He agreed with the view of Dr. Mudaliar that it would be a best thing if the managements agreed to relieve younger persons to undergo a course of one year to qualify themselves better, if the University was prepared to provide necessary facilities. The witness said that on an average they should have Rs. 50,000 for a laboratory and Rs. 20,000 for a library. If the eighth standard were to be retained in the present higher elementary schools, they too should be provided with laboratories. But this may not present a serious financial problem, because the laboratories would be used more for demonstration purposes than for actual conduct of experiments which would come only in higher forms.

40. Dr. Mudaliar pointed out that he was not worried about the academic side. He was very anxious that the diversified courses should start from the next academic year, so that they could have qualified people to go into the industries, as early as possible.

41. Regarding training of teachers, Sri Jacob said they had a difficult problem. Teachers not trained in particular subjects were asked to teach that subject to students. Particularly he wanted that history and geography should replace social studies in the higher forms since teachers not qualified in geography were being asked to teach that subject to students.

42. On the question of according recognition to schools, he agreed with Dr. Mudaliar that it should be done not by the department but by some outside body as was done in the case of according recognition to colleges.

43. If the schemes they have in view should be worked out successfully, the witness said, they should relieve the Headmasters from the lot of non-academic work they were now doing. The system of inspection of schools should also be changed. While the inspection on the accounting side could be done by auditors, the academic side should be inspected by a small Board at least once in three years and the Board should suggest methods for improvement of standards. Seminars could be arranged where the teachers can pool their experiences and exchange views.

44. Regarding taking over of privately managed primary schools by Government, Sri Srinivasavaradan said that the general opinion was that in as much as the Government paid the salaries of the teachers in full, they might be taken over by Government leaving only a few experimental schools. The field should not be completely shut out for private managements. There were many other considerations besides the salaries paid by Government why they recommended that these should be taken over by the Government. He agreed with Dr. Lakshmanaswami Mudaliar that efficient management was one of the several factors. This principle need not necessarily apply to High Schools, as they were properly managed and as the Government paid only a part as contribution. Asked whether he had any suggestions to make regarding the composition of the managing committees of the privately managed high schools, Sri Srinivasavaradan said that in most schools the present arrangement was satisfactory.

45. In regard to the protection of the interests and rights of teachers, the witness agreed with the suggestion of Dr. Mudaliar that the procedure and convention followed by the Universities in regard to their staff might also be followed in respect of teachers.

46. Dr. Mudaliar requested the witnesses to be present the next day also and give a resume of evidence tendered before the Committee, which was not already incorporated in their memoranda. The witnesses then withdrew.

Sri V. Ramunni, Secretary, Tamil Naid Teachers' Federation, was then examined.

47. Answering questions the witness said that there must be an integrated course of eight years. The student completing the eight-year course would be 13 plus or fourteen if admitted at the age of five when he would be fit to leave school and earn a living. Admission at the age of five was necessary firstly because there were no pre-primary education facilities in this country and secondly it was the age-old custom in the country to put the children to school at the age of five. The reduction in the duration from eight to seven was not objected to on the ground that the teachers would be thrown out of employment. The idea of reducing the duration came only when they thought of the University education. To impart four years' higher secondary education they took away one year from the higher elementary and made it seven. The course should be of eight years' duration as the present standard itself was very low. Without reducing the number of years they might increase the standard. As a temporary measure he had no objection to the shift system. There should be at least six teachers for five classes in the primary schools. The strength in each class might vary from 25 to even 60 as in some Corporation Schools.

48. Elementary Education was a course complete in itself and there should be an examination at the end of such a course. He had no objection to the tests being conducted on a regional basis by internal examining bodies. Such tests might be made applicable to middle schools also.

49. Regarding the present system of running aided schools, the witness said, such aided schools were inefficient and they ought to go. Government should take over all such schools. The privately managed schools not only did not treat their teachers properly but they did not also pay sufficient attention to the educational side. If Government were unable to take over, other bodies should be allowed to take them over. The question of privately managed Secondary schools was different.

50. Regarding emoluments of teachers, the witness said they had suggested a minimum of Rs. 50 for Higher Grade trained teachers and Rs. 65 for the Secondary grade teachers. The existing teachers with lower qualifications should not be sent out. They should be given facilities to improve their qualifications even while in service.

51. Asked about his proposal to send teachers abroad, the witness said if they were given such facilities they were intelligent enough to understand the systems there and equip themselves better. He agreed with the suggestion of Dr. Mudaliar that experienced men must be in charge of lower classes, for laying proper foundations. They might also be better paid. To encourage such teachers to go to rural areas they might give a rural allowance.

52. The witness then withdrew and the Committee adjourned to meet again at 11-30 on the 3rd August 1956.

### 3rd August 1956.

The Committee reassembled at 11-30 a.m. on the 3rd August 1956 in the Committee-Room, Fort St. George, Madras. The following were present :—

The Hon'ble Sri C. Subramaniam (*Chairman*).

Dr. A. Lakshmanaswami Mudaliar.

Sri T. M. Narayanaswami Pillai.

Sri T. Purushotham.

Sri V. R. Ranganathan.

Srimathi S. Manjubhashini.

Sri N. Ramakrishna Ayyar.

Sri V. K. Ramaswamy Mudaliyar.

Sri P. Ramamurthi.

Dr. K. B. Menon.

Sri S. Swayamprakasam.

Sri P. B. K. Rajachidambaram.

The Secretary to Government, Health, Education and Local Administration Department, and the Director of Public Instruction were also present.

At the outset the Secretary (Health, Education and Local Administration Department) gave a resume of the previous day's proceedings of the Committee for the benefit of the Hon'ble the Minister for Education who was not present at the previous day's meeting. He also gave a brief account of the stand taken by the witnesses examined the previous day on the various points contained in the White Paper.

The Committee then proceeded to examine Sri T. P. Srinivasavaradan and Sri K. Kuruvila Jacob.

53. The Chairman asked the witnesses to give their considered opinion on the four types of courses they contemplated for Standards IX, X and XI.

Sri Kuruvila Jacob stated that the abilities of the students varied widely and only about 50 per cent of the pupils appearing for the S.S.L.C. examination passed. There was also the problem that the time available for general educational subjects is less for pupils who took diversified courses than for those who took the academic course. He therefore felt that two levels of attainment in general educational subjects were necessary. The levels that they suggested for the general certificate were more or less of the same standard as the S.S.L.C. at present and they would be able to work them more easily as they were raising the standards from below. Therefore, they expected that most pupils would be able to do the general certificate course successfully. They also knew that there were pupils who could do the course on a higher level, a level which could

compare with the pre-University course standard. They were of the view that if the academic content of the Secondary Education course could be modelled on the pre-University course level, diversified courses also could be provided for such people. Pupils who took the higher secondary course (academic) would be eligible for the academic part of the University course and the Government service and the higher secondary diversified course pupils would be eligible for the University course as well as for Polytechnics with one year's exemption and for Government service. Pupils who took the general certificate course (academic) could get into the University courses after doing the pre-University course.

54. The Chairman thought they could not have the same academic standard in the higher diversified and in the higher academic courses, unless the technical aspect was made a farce. If they wanted to have a real content of technical education, naturally the standards could not be the same. So, there would be difference in standards.

55. Sri T. P. Srinivasavaradan pointed out that certain subjects like languages, social studies, general science, were common. A student desirous of taking to engineering course must necessarily study higher mathematics. The Headmasters could advise parents on the selection of courses for their children.

56. The Chairman enquired whether there would not be a practical difficulty in the matter of selection of pupils to a higher course as the parents would always feel that their children would be fit enough for that course.

Sri T. P. Srinivasavaradan replied that they had to take into consideration the fact that 50 per cent of the pupils appearing for the S.S.L.C. examination failed and had to be provided for.

The Director of Public Instruction pointed out that they could not condemn those who failed, as a number of schools did not have adequate qualified teachers to give the students proper facilities for passing the examination. The Chairman observed that even if same facilities were offered to all the pupils, there was bound to be difference in their receptivity.

57. Dr. A. Lakshmanaswami Mudaliar suggested that at the end of the course those who were not successful in coming up to the higher secondary standard might be given a school certificate based on a certain test. This should be sufficient for Government employment.

The Committee agreed with Dr. A. Lakshmanaswami Mudaliar's suggestion.

58. The Secretary (Health, Education and Local Administration Department) wanted to know whether this meant that the Committee contemplated the holding of two different examinations. He was told by the Chairman that the examination would be common but regarding assessment of attainments, they could be put in two different categories with corresponding differences in eligibilities. The Secretary (Health, Education and Local Administration Department) felt that if this result was to be achieved there should be flexibility in the grouping of subjects in the Higher Secondary (Academic) course, with options on the model of the pre-University course syllabus.

59. The Chairman observed that the scheme suggested by the witnesses might be theoretically justified, but they had to consider whether it was practicable and acceptable. He was afraid that the scheme would have to be given up as it would give rise to any amount of difficulties over the initial selection and allocation to higher and lower courses. A single course with flexible options and a common examination was more likely to work satisfactorily.

Dr. K. B. Menon enquired whether the syllabus would be the same or different. The Chairman said that it would be the same with more options.

60. Dr. A. Lakshmanaswami Mudaliar suggested that there should be a certain number of major and minor subjects and pupils might be asked to take a prescribed number in each. Diversified courses and academic courses should be made more flexible with adequate options. Even in diversified courses some subjects could be taught in common and some others could not be. Greater emphasis should be laid on the technical aspect of the diversified course. The Chairman agreed with this view and stated that an expert committee could be asked to go into the various aspects of the matter.

61. Answering a query raised by the Chairman, Dr. A. Lakshmanaswami Mudaliar stated that if at a particular stage a pupil wanted to take up a degree course, he had to sit for an examination in some subjects if he wished to take up an academic course or take the pre-professional course in case he wanted to pursue a professional course.

62. Sri P. Ramamurthi wanted to know why they should raise the high school course to four years. Sri T. P. Srinivasavaradan replied that they were having only five standards in almost all the elementary schools. There were a few higher elementary schools having VIII standard handled by higher grade trained teachers or secondary grade trained teachers and not L.Ts. If they were to have the duration of the course as 8 plus 3, there would be an elementary school atmosphere. If the intention was to upgrade all the classes, they would have no objection. But that would take a fairly long time.

Dr. A. Lakshmanaswami Mudaliar stated that one of the reasons for raising the high school course to four years was that the first of the four years would serve as a preparatory course. That was an important stage in the development of the pupils' minds to decide whether they had to take up academic or diversified course. It would also secure for the students better equipment, better qualified teachers and a definitely better atmosphere.

63. Answering a point raised by Sri P. B. K. Raja Chidambaram, the Chairman stated that the point for consideration was that only a small proportion of the boys studying in the higher elementary schools were pursuing their studies in the secondary schools. Any proposal for covering all the pupils would have to be considered as a long-range programme and could not be taken up immediately.

64. As for the revision of syllabus the Chairman told Sri P. Ramamurthi that everything depended upon the content of education and that the Expert Committee could be asked to recommend a suitable syllabus for their reorganized courses of study.

65. Sri T. P. Srinivasavaradan suggested that secondary grade trained teachers should be appointed from IV standard onwards. Refresher courses should also be introduced for teachers once in five years. Agreeing with the suggestions of the witness the Chairman said that they would be gradually converting the higher elementary grade training schools into secondary grade training schools without specifically stating that they were abolishing the former.

66. Replying to a query raised by Sri Kuruvila Jacob, the Chairman stated that their attempt should be to upgrade all the schools simultaneously.

67. Sri T. P. Srinivasavaradan wanted that those who were posted as headmasters of training schools should be men with teaching experience. The Director of Public Instruction and the Chairman pointed out that only persons with teaching experience were generally posted as headmasters, although there might be some exceptions.

68. Sri N. K. Thirumalachari then gave evidence on behalf of the managements. Quoting specific instances, he told the Committee that private management was already playing a vital role in the spread of education at all levels. He drew the attention of the Committee to page 6 of the Memorandum No. I of the White Paper and stated that the Government were not bearing the entire cost of running private institutions. Government grant covered only a portion of the expenditure. The policy of the Government should be to give more liberal grants, better encouragement and a just and more generous recognition of their role and there should be the least official interference in the internal management of schools.

69. At the request of Sri S. Swayamprakasam the witness quoted two instances. In a particular case, a correspondent was asked to refund the conveyance allowance he had drawn. In another case the department did not approve of the purchase of some property as an addition to the school even after the sale deed was effected. He regarded such instances as interference stifling the enthusiasm of private managements. The Director of Public Instruction explained the circumstances under which the auditors acted in those cases and stated that they had to enforce the existing rules in spite of the fact that the parties had taken up the matter with the Government for amendment or revision of certain rules.

Sri T. P. Srinivasavaradan suggested the constitution of an advisory board for considering such matters.

70. The Chairman invited the suggestion of the witnesses in the matter of liberalization of grants. Sri Kuruvila Jacob stated that the present building grant of Rs. 35,000 was very low and it should be raised. The Chairman replied that the Government would consider to what extent the building grant could be revised. Dr. K. B. Menon wanted that the grant should be paid in time without delay. The Chairman pointed out that if there was a financial stringency there was bound to be delay. But inasmuch as they were having a planned programme they would have a planned expenditure and so there would be no difficulty to make the necessary provision in the Budget for payment of grants without delay.



71. Sri N. K. Thirumalachari suggested the appointment of a bursar to be in charge of money dealings to relieve the headmaster of this additional duty. The Chairman and Dr. A. L. Mudaliar observed that a small committee could go into such details.

72. Sri N. K. Thirumalachari wanted that some managements of elementary schools might be permitted to levy fees with a lesser grant. The Director of Public Instruction pointed out that if that was allowed there would be great rush for Corporation and other free schools. Sri V. R. Ranganatha Mudaliyar was of the view that some parents felt that only if they paid for the education of their children, they would get good education. Sri P. Ramamurthi stated that if special schools were to be maintained for the luxury of some parents, then they should be asked to pay fully. The Chairman agreed that was also a point to be considered. It might be examined whether fee collections might be permitted in recognized schools in certain special circumstances, on no-grant basis or on a reduced grant basis.

73. Sri Kuruvila Jacob suggested that the Committee might be asked to suggest the type of examination to be prescribed at various levels. The Chairman agreed that the Expert Committee should consider this aspect also along with others.

The witnesses then withdrew.

74. Sri P. Ramamurthi suggested that the whole matter of reorganization of education might be considered by an All-India Committee with State representatives in it. The Chairman disagreed with this suggestion and stated that there had been sufficient examination of the various issues involved at all-India level and State level by a number of Commissions and Committees. The time had come for decisions to be taken by State Governments. He would prefer the Madras State to lead the other States in the matter and not be led by them.

The Chairman told Sri Ramakrishna Ayyar that there would be emphasis on the technical aspect of education. He also told Sri Raja Chidambaram that basic education will be fitted into the new scheme.

The Committee then proceeded to consider the various items in the agenda.

75. *II.A. Duration of school education.*—The proposal in the White Paper, viz., 11 years was agreed to.

76. *II.C. Regulation of school age.*—The Committee agreed that the minimum age for admission should be 5 plus at the first standard and correspondingly higher, at higher standards. It was also agreed to prescribe 1st July as the date for reckoning the age for admission to schools. The Chairman requested the Vice-Chancellor to take note of the need for fixing the age of admission to University courses with reference to these conclusions. Eleven-year schooling (based on admission at 5 plus) will mean 16 plus for admission to University courses.

#### **R. BREAK-UP OF SCHOOL EDUCATION INTO ELEMENTARY AND SECONDARY EDUCATION.**

77. The Director of Public Instruction who was asked to express his views on the subject stated that they should not interfere with the schools which were having five standards. He was told that there was agreement on that point.

78. The Chairman stated that their intention was to cover eight years' education within seven years. The Director of Public Instruction felt that it was over-ambitious to expect to cover eight years' education in seven years. The Chairman felt that it was possible to do this, especially at the earlier stages.

79. The Director of Public Instruction observed that higher elementary schools served an important purpose and it was necessary to upgrade their standards. This meant (in his view) that if there were not enough L.T. teachers to go round for all III Forms in high schools or all VIII standards in higher elementary schools, priority should be given to the latter for provision of L.T. teachers.

The Chairman suggested that the first step would be to frame an estimate of the numbers of L.T. teachers required for both purposes and to consider how long it will take and what it would cost.

The Director gave certain figures. The Secretary (Health, Education and Local Administration Department) pointed out that these figures related only to the existing higher elementary schools; that it could not be assumed that this number would not be increased. The estimate of requirements should take into account not only existing schools but also the planned increases.

80. The Chairman then emphasized the need for locating the first year of the new four-year courses in the VIII standard attached to high schools and providing graduate-trained teachers and necessary equipment there. His view was that unless they were able to give one year's extra curriculum in the proper atmosphere with duly qualified teaching personnel, and proper equipment, any attempt at upgrading would not be

successful, and would not yield the desired results. This was particularly true in respect of pupils studying in high schools located in rural areas. They should plan upgrading in such a way that there was no diffusion of available resources. The distribution of graduate-trained teachers to the VIII standard should be such as to give the full benefit of upgraded Secondary Education to children in rural areas.

81. The Chairman told Dr. A. Lakshmanaswami Mudaliar that he was prepared to consider his suggestion that for a certain number of schools with only 7 standards, there should be a high school with standards from 8 to 11 thereby ensuring that the full facilities for Secondary Education were made available on a uniform plan, and were evenly distributed throughout the rural areas. If private managements were not able to expand school facilities, Government would have to take steps to open such schools and maintain them.

82. As regards the selection to the secondary education course, the Chairman felt that it should take place at the end of the seventh year. The Director of Public Instruction thought that it was premature to have the selection at that stage. The Chairman pointed out that once it was conceded that there should be selection at some stage or other, it was better to carry out the selection at that stage, at which the selected pupils (particularly in rural areas) could get the full benefit of secondary education. The idea was that there should be real upgrading and there should be no wastage.

83. Sri P. Ramamurthi suggested that the Director of Public Instruction might be asked to give the financial implications of the estimated requirements of L.T. teachers and facilities for upgrading the VIII standard in all higher elementary schools along with all high schools.

Dr. K. B. Menon stated that the proposed reorganized scheme would seriously affect the educational structure and as such it should be considered on its merits and not on mere financial implications.

The Chairman requested the Director of Public Instruction to draw up a comprehensive proposal giving full details as to the number of schools, number of qualified teachers required, number of pupils, etc., together with the financial implications and circulate the same to the members. He also wanted him to indicate how the proposed change would affect particularly the rural area. Sri T. M. Narayanaswami Pillai wanted the Director of Public Instruction also to indicate how many of the higher elementary schools were likely to blossom into high schools.

84. The Chairman observed that their aim was to give more and more attention to the rural population. Towns and urban areas were already being served to some extent. When considering the question of upgrading secondary education they should bear in mind the fact that some of the students passing out of high schools would be taking University courses and here again the pupils in rural areas were at a disadvantage. His idea was that a plan must be drawn up which would remove this disadvantage and place rural areas in the same footing as urban areas for purposes of access to secondary education. Equal access to secondary education if made effective, will facilitate equal access to higher education also. The plan should also be based on a realistic appraisal of the financial resources which can be made available for this purpose; otherwise it would remain only a paper plan.

Just how far they can go on this basis was the matter to be considered when the data called for from the Director of Public Instruction became available.

85. At this stage, the Committee adjourned to meet again at 10-30 a.m. on Saturday, the 4th August 1956.

#### 4th August 1956.

The Legislature Committee to consider the White Paper on Education and to advise the Government on educational policy, resumed its sitting at 10-30 a.m. on 4th August 1956, in the Committee Room, Fort St. George, Madras.

The following were present :—

Sri C. Subramaniam (*Chairman*).  
 Dr. A. Lakshmanaswami Mudaliar.  
 Sri T. M. Narayanaswami Pillai.  
 Sri T. Purushotham  
 Sri V. R. Ranganathan.  
 Srimathi S. Manjubhashini.  
 Sri N. Ramakrishna Ayyar.  
 Sri S. Swayamprakasam.  
 Dr. K. B. Menon.  
 Sri P. B. K. Rajachidambaram.  
 Sri V. K. Ramaswami Mudaliar.

The Secretary to Government, Health, Education and Local Administration Department, and the Director of Public Instruction, were also present.

86. Before the Committee took up for consideration the various items on the agenda, certain suggestions were offered. Sri P. B. K. Rajachidambaram and Sri V. R. Ranganathan suggested that it might be desirable to have the views of a headmaster of a rural high school and the headmaster of a training school. The Chairman said that the headmaster must be from a purely village school.

87. To another suggestion from Sri P. B. K. Rajachidambaram that the grant-in-aid rules required a thorough revision to suit present conditions, the Chairman said the Expert Committee could go into the question.

#### I. ARTICLE 45 OF THE CONSTITUTION.

88. The Committee then took up for consideration item I-A of the agenda, viz., phased programme of implementation of Article 45 of the Constitution. The Chairman wanted to know whether the Committee would favour the suggestion of the department that a scheme should be drawn up with the definite objective of achieving 80 per cent literacy in all villages of the State according to a phased programme. It is an essential feature of this suggestion that the scheme should be introduced in selected development blocks where the National Extension Service Scheme was already in force; that during each succeeding year of the phased programme, new development blocks should be similarly selected and the scheme introduced in the blocks, so that within the target period, the entire state could be covered. The intention was to cover one-fifth of the school-going population of the State in each year. The Chairman explained the advantages in introducing the phased programme in the National Extension Service Blocks, where there were arrangements for enlisting public support and where there were certain officers like the Social Education Organizers, etc., whose services could be utilized fully for the purpose. Secondly, they could also effect some economy in expenditure through better co-ordination of activities with the help of the administrative personnel whose services will be available in development blocks. Construction of school buildings and the securing of land for schools will be effected more easily and quickly than otherwise. If they accepted that proposition, the next question was what were the measures to be taken for the purpose of reaching the target of 80 per cent literacy.

89. The Director of Public Instruction pointed out that there were other areas (outside the National Extension Service areas) which were really backward and where the people were more enthusiastic. Sri S. Swayamprakasam wanted that preference should be given to such backward areas. The Chairman explained that these considerations will be taken into account when the selection is made each year of blocks to be taken up in the following year. He also remarked that, in working out a phased programme, it had to be accepted that certain areas would have to wait a little longer than others. But this shall not be regarded as a serious objection because the normal expansion activities would continue as at present in the unselected areas; and all will be taken up within five years.

90. Sri S. Swayamprakasam expressed the view that instead of confining all the developmental activities to any one particular area under the National Extension Service Scheme, they could take over other areas and introduce the phased programme. The Chairman pointed out that the question they had to decide was which was the best method of introducing the scheme in an economical manner. So far as the National Extension Service blocks were concerned, there were already developmental activities and it would be better to co-ordinate all the activities in one centre.

91. To a suggestion from Sri V. K. Ramaswamy Mudaliar, that the Education Department should take up the responsibility even in the National Extension Service Blocks and that this work should not be solely entrusted to the Block Development Officers, the Chairman said that it had since been decided that the concerned department should be responsible for the various activities pertaining to that department.

92. After some discussion, the Committee accepted the White Paper proposals regarding the phased programme linked to the National Extension Service Scheme, subject to clarification on two points :—

*First.*—The Education Department will be in control of the execution of the programme in National Extension Service Blocks; and

*Secondly.*—That provision will be made for normal expansion of educational facilities from year to year, in areas which are not taken up under the phased programme in any year.

#### C. COMPULSORY SCHOOL ATTENDANCE AND D. FREE MID-DAY MEALS.

93. The Committee then took up the question of devising the necessary measures to achieve the target of 80 per cent literacy. To a query from Dr. K. B. Menon on what basis this 80 per cent target was fixed, the Chairman replied that financial, technical and all

other considerations were taken into account simultaneously; and the Director of Public Instruction was of the view that 80 per cent literacy was practicable of achievement. He explained that the point was that they should be able to reach this target even in the most backward areas.

**NOTE.**—The expression “80 per cent literacy” should not be taken to mean that 80 per cent of the entire population should be made literate. It meant that the enrolment should be so raised that the number enrolled in the V Standard should be 80 per cent of the total number of children of age 10. This was the target to be attained in blocks in which the Intensive Development Scheme is put into effect.

94. The Chairman wanted the Committee to go into the question whether, if they provided free mid-day meals, they would be able to reach the stipulated target without compulsion, and if not, whether it was necessary to resort to compulsion.

95. Dr. Mudaliar suggested that they could provide a “school meal” in the mornings or at any other suitable time taking into account the diverse occupations of the agriculturists and such other classes of people. After some discussion, the Committee agreed that provision should be made for supplying one “school meal” (not necessarily a “mid-day meal”); and that it should be provided free of charge only to those pupils who were in need of it. The Committee agreed that it may be assumed that this number would be approximately one-third of the total number of pupils in primary schools.

96. The Secretary, Health, Education and Local Administration, suggested that the Committee might go into the question whether Government’s contribution should or should not be contingent, on local contributions being forthcoming; and what the limit should be to Government contribution per child. The Director of Public Instruction estimated the minimum cost per child per annum at Rs. 18 (on the basis of 1½ annas per meal). Sri V. R. Ranganathan was of the view that the supply of free mid-day meals should not be conditional on the contribution of the villagers.

Sri T. M. Narayanaswami Pillai wanted to know whether the supply of school meals would be a permanent arrangement. The Chairman replied in the affirmative and said that it would necessarily be an obligation on the State exchequer.

Dr. K. B. Menon enquired whether instead of making the supply of free meals as part of the Planning programme, it would not be desirable to make it as a general programme. The Chairman pointed out that this would create other problems in its wake. They would require initial equipment, supervisory staff, etc.

Sri V. R. Ranganathan wanted that there should be effective supervision. The Chairman said that the details could be left to be worked by the department as in certain places this might be entrusted to reliable local persons or the teachers themselves. Sri V. R. Ranganathan said that difficulties brought to light in the working of this system by the Harijan Welfare Department might be kept in view in formulating proposals.

97. The Committee then took up the question whether in the event of the target not being reached even after providing all the facilities, it was necessary to resort to compulsion. Dr. A. L. Mudaliar was of the opinion that it would be desirable to introduce compulsion in select areas and that it was their duty to see that the tax-payers’ money spent on the education of children was not a waste.

98. Sri P. B. K. Rajachidambaram said that it was not the case of children not coming to schools because there was no compulsion. The point to be considered was whether other facilities besides free meals were available. The Chairman said that in some cases due to economic backwardness, the parents did not send their children to school but it was the responsibility of the State to see that every child got some minimum education. Of course, there might be special cases of hardships which required exemption.

99. The Secretary, Health, Education and Local Administration, said that the test of the efficiency of elementary education lay in the number of permanently literate children turned out. It often happened that a number of children dropped out before reaching the V Standard. There were 28 lakhs of children in all the primary schools of the State. If they functioned ideally there would be no wastage at all, and there ought to be an annual outturn of 5.6 lakhs of permanent literate children. Actually, some wastage will be unavoidable. If compulsion is to be in force, such wastage would be reduced to unavoidable minimum. With the existing staff of teachers and school accommodation, some five lakhs of permanently literate children can be turned out. The actual number at present is only 3½ lakhs. This represents an enormous waste of resources. The tax-payers are not getting value for the very large sums of money spent. Compulsion is, therefore, essential. The question of granting exemptions to really deserving cases where compulsory enforcement of school attendance may cause serious hardship, might be left to the discretion of a local committee. But no parent should be free to withhold the child from school unless specifically exempted.

100. Sri P. B. K. Rajachidambaram suggested that it was not necessary that children should be confined in the school from 10 o’clock in the morning up till 4 o’clock in the evening but that schools might start functioning from 7-30 or 8 in the morning. The

Director of Public Instruction pointed out that many of the teachers had to come from places 3 or 4 miles away and that therefore residential accommodation for teachers would have to be provided in that event.

101. Sri T. Purushotham wanted to know why compulsion would be introduced " progressively ". Dr. A. L. Mudaliar was of the opinion that there could be progressive implementation of compulsion in places where all facilities were available. The Chairman agreed that progressive implementation would be easier and practicable also.

102. After some further discussion, the Committee decided to accept the proposals regarding the introduction of compulsory enrolment as an essential feature of the phased programme, subject to clarification of two points as below :—

*First.*—There should be a clear specification of the facilities to be made available before compulsion is brought into force and proper verification of actual availability of facilities as thus specified.

*Secondly.*—The idea of " progressive compulsion " as set out in the White Paper proposals should be combined with the idea of " partial " compulsion referred to by the Elementary Education Reform Committee. Upon the introduction of compulsion in a school area, it should apply to every pupil already in a school in Standards I to V. The parents should be under obligation to keep them in school until they completed Standard V. Thereafter, in successive years it should be applied to children who had attained age 6 plus and who have not joined school voluntarily. They should be compulsorily enrolled in Standard I, and thereafter remain in school until they completed Standard V.

#### C. CEILING RATE OF PUBLIC EXPENDITURE *per capita* and E. PUPIL-TEACHER RATIO.

103. Secretary, Health, Education and Local Administration, explained the financial issue. At present elementary education costs Rs. 24 per child per annum. In any random group of 1,000 people, it might be assumed that there would be 125 children of primary school age. If all of them are enrolled in school, they would cost Rs. 3,000 per annum. If only 80 per cent are enrolled they would cost Rs. 2,400 per annum. This is the cost at the present rates of pay for teachers and without school meals. If school meals are to be provided at Rs. 18 per child for one-third of the total number of children, the annual cost will increase by Rs. 6 per child enrolled. That is to say, the cost will increase to Rs. 3,000 per annum on 80 per cent enrolment. Then, all the teachers are to receive an increase in their present rates of pay. Then the relative proportion of secondary grade teachers (i.e., the higher paid teachers) has to be increased and the proportion of lower paid teachers has to be decreased. All this will increase the annual cost to somewhere near Rs. 4,000 per annum for a population of 1,000. This means over Rs. 4 *per capita* per annum merely for securing 80 per cent enrolment (which is not quite the same as 80 per cent literacy). At present we are spending only Rs. 2 *per capita* for the whole period of elementary education including higher elementary education in Standards VI to VIII. The White Paper proposal is that Rs. 4 *per capita* should be regarded as the ceiling limit of cost up to Standard VIII; and necessary economies should be devised so that this limit of cost is not exceeded. The most important of these economies is the raising of the pupil-teacher ratio.

104. The Chairman, while endorsing this view, said that the very process of bringing in more children into the primary schools will have its impact on the expenditure at higher levels of education also. All this must be taken into account. There should be a realistic appraisal of the resources which can be made available even ultimately, as well as a balanced allocation of these resources as between elementary education, secondary education and higher education.

105. Dr. A. Lakshmanaswami Mudaliar said that they discussed this problem of pupil-teacher ratio at the UNESCO Conference held recently. He stated that the educational problems in South America were more or less akin to those in India. It was stated that it was possible there for two teachers to manage four classes of 30 boys each at the primary stage and that the assistance of some of the senior boys was also utilized. He would like to know whether the same ratio could not be applied with advantage here.

106. The Chairman welcomed this information. He added that this problem should be viewed not only from the number of pupils but also from the number of classes that each teacher could handle.

Dr. Mudaliar then explained the plural system of teaching that was adopted in colleges with regard to the teaching of languages.

The Chairman said that in fixing the ratio, they had to consider the financial aspect also. At the present rate of pay of teachers and with the present pupil-teacher ratio, they would have to meet a recurring expenditure of another Rs. 5½ crores on Elementary Education alone.

The Director of Public Instruction suggested that they could fix it at the rate of one teacher for 35 pupils enrolled. The Secretary, Health, Education and Local Administration, pointed out that even then the savings would not be much; it meant only the levelling up of the ratio in the aided schools to that of the District Board schools. That was only the absolute minimum; but more should be attempted if the phased programme was to be based on a proper budget.

Sri N. Ramakrishna Ayyar suggested that the ratio might be increased to 60 per teacher, in which case they could easily meet the cost of free meals. Sri V. K. Ranganathan pointed out that this would be detrimental to efficiency.

Dr. A. Lakshmanaswami Mudaliar said that they should effect economy without sacrificing efficiency.

The Chairman then suggested that two restrictions could be imposed, viz., that the maximum number of pupils a teacher could handle could be fixed at 60 and the maximum number of classes a teacher could handle at three. Anyhow, the Chairman said that unless the financial implications were worked out they could not decide the issue easily.

107. At this stage, the financial implications of the prior decision regarding school-meals were reviewed again. The Director of Public Instruction advanced the view that the scheme could be introduced in places where local contributions were forthcoming. The Secretary, Health, Education and Local Administration, restated his view that it should be limited to compulsory areas and, in addition, the provision should be contingent on local contributions being forthcoming. The Chairman said that it is sufficient at this stage to take note of the overall cost, and the question of local contributions might be dealt with separately. Local contributions need not, necessarily, be voluntary subscriptions. For instance, if it was a panchayat area, he pointed out that they might perhaps levy a surcharge for meeting the cost of midday meals. He was not altogether ruling out the possibility of purely voluntary local contributions. Once it was accepted that the provision of school-meals was a necessary part of the programme, it should not be held up for the reason that voluntary contributions were not forthcoming in a particular area.

After some further discussion, the Committee finally agreed to accept the White Paper proposal that the pupil-teacher ratio should be levelled up until an average of one teacher per 40 pupils enrolled was reached. This should apply to all schools, whether they are privately managed or run by local bodies or the Government.

### III. REVISION OF CURRICULA AND SYLLABUSES.

#### A. *Elementary Education including Basic Education.*

##### B. *Secondary Education.*

108. The Chairman said that these two items could be left to be decided by Expert Committees. The Committees will take note of the views expressed in these discussions, about the results to be secured by revision of curricula and syllabuses.

##### C. *English and Hindi in Schools.*

109. The Secretary, Health, Education and Local Administration, read out a communication received from the Government of India on the subject incorporating the decisions of the meeting of the Central Board of Education, wherein they had given two formulæ to be considered for adoption by the States. He said that in framing the syllabus for the higher secondary courses, the Expert Committee should be given a specific policy directive on whether provision for three compulsory languages should be made or not.

110. The Chairman said that they had to consider how far the question of imposing an additional language would affect the efficiency of other languages particularly when they wanted to upgrade the standards in the higher secondary stage. He said that this would be a subject which would come up for discussion in the forthcoming conference of Education Ministers. He would like to know whether the Committee would agree to the following proposal, which was to divide the language portion of the higher secondary curricula, into three parts as below:—

Part I: Regional language.

Part II: Intensified study of regional language  
or Hindi.  
or any other modern Indian language  
or any classical language.

Part III: English  
or any other modern European language.

Under this system, they were providing sufficient opportunity for pupils to take to Hindi. There would be provision for the teaching of Hindi in all the schools even if there were

not sufficient number of pupils and the Government of India could also be requested to give them grant for the encouragement of Hindi. The complaint levelled against the present system that Hindi being a non-examination subject, was not given sufficient time or was not studied with sufficient care, would be removed. No one will be compelled to study Hindi. But, once it is chosen as a Part II language, it must be offered for examination.

This proposal was agreed to by the Committee.

111. The Committee then considered from which class the teaching of English should begin. Sri V. R. Ranganathan said that they could start the teaching of English from Standard VI and that they need not burden the child at the early stages. There was the advantage of having a secondary grade trained teacher in the high school.

The Chairman pointed out that the pupils of the educationally backward classes felt some difficulty, if English were to be taught from the VI standard, as by that time, the children of the educationally forward communities had gained some knowledge of English. So, he would suggest that the teaching of English should commence from the V standard onwards. It was enough if the students learnt the alphabets and also a few familiar words with the aid of picture books.

After some discussion, it was agreed that English should be taught from the V standard and that a diglot picture book might be prescribed for the purpose.

#### D. Transition Programme.

112. There were now two suggestions before the Committee regarding the Transition Programme; one set out in the White Paper and another set out in the Memorandum of the City Headmasters' Conference. The Chairman suggested that this may be taken up at the next meeting when final decisions are to be taken on item II-B of the Agenda, after considering data to be provided by the Director of Public Instruction.

The Committee agreed.

113. At this stage, a brief discussion took place about the nature and content of diversified courses :—

(i) On the question of Technical Education, the Committee was of the view that so far as the diversified (pre-polytechnic) course was concerned, the pupils should be taught the basic elements of engineering (civil, mechanical and electrical) up to such a level that it could be equated to the first year of the present three-year courses in the Polytechnics. As a result, the students should not only get preferential admission to the Polytechnic; but they should also be enabled to skip the first year and be admitted directly to the second year of the three-year course. The Chairman suggested that in addition to this, they could combine something from the syllabus of the trade schools also; so that the school course will be a rounded course in itself and help to secure employment in industry even for pupils who do not proceed to the Polytechnic.

(ii) The Committee also agreed that the students should be given a full course of training in agriculture as a diversified course without the need for any further training later on. In this connexion, the Chairman explained that they had a programme to start 400 seed farms and it was their intention that each rural high school should be provided with a seed farm which should be located as near the school as possible. He suggested that the Department could take up the question of selection of sites now itself in anticipation of Central Government's sanction in the matter.

### IV. OTHER SUBJECTS.

#### A. Teacher Pay and Conditions of Service.

114. The Secretary, Health, Education and Local Administration, referred to the note circulated to members about comparative rates of pay for teachers in all States of India. He said that in an attempt to formulate a uniform policy in the matter of teachers' pay for all the States, the Central Government had consulted the State Governments and in that connexion the provisional views of the State Government were reported to them. He said that the reference indicated that the Centre were, at present, concerned with matric teachers only. But the Department was of the opinion that there should be no discrimination between the secondary grade trained teachers and the elementary grade trained teachers. That was one point of difference so far as this State was concerned. The second point was with regard to pay. It was not quite clear whether the Government of India were agreeable to a uniform addition to the complete scale of pay or whether they were only concerned with raising the minimum pay of matric teachers. The third point was there was no reference at all to the dearness allowance which varied considerably in the different States. In the circumstances, the Madras Government were not in a position to know how much money they would get from the Government of India.

The Chairman then said that they would have to fall in line with all other States on an All-India basis and that therefore no decision could be taken at this stage.

115. Sri P. B. K. Rajachidambaram pointed out that a raw candidate passing S.S.L.C. Examination, if he was selected as a clerk in some department, was started on a basic salary of Rs. 45 per mensem and that it was a pity that a secondary grade trained teacher, after two years' intensive training, should also be given the same scale of pay. He pleaded that there should be some difference in the starting salary to attract the right type of men.

116. The Chairman agreed that the salaries of teachers should have some bearing on the pay obtaining in other services and should be such as to attract the right type of men in sufficient number, to the teaching profession. In his opinion, the starting pay was not enough. They should have somewhat better prospects than at present. He felt that there should be an outlet for absorbing at least one or two per cent of the teachers (elementary, secondary grade and collegiate) who have put in a service of 5 or 10 years, in the State services as well as in the All-India services. Some new opening for secondary grade teachers might be created in the State Government services other than Education Department also; whereas those employed in colleges might be given openings in the All-India services. He was thinking of putting forward such a proposal to the Centre so that the best available talent might be attracted to the profession. The Committee agreed to this proposal.

117. The Chairman then referred to the new pension system for elementary school teachers and secondary grade teachers. The Auditor-General had agreed that the system might be worked by the Accountant-General. The graduate trained teachers were not benefited by the scheme and representations are being received about this.

Incidentally, the Chairman said that he was told by some that in the secondary grade training course, there was no provision for teaching of child psychology. As it was now proposed to utilize them in elementary schools, this aspect of the matter had to be gone into.

On the question of replacing higher grade teachers by secondary grade teachers, the Chairman said that though it might not be a declared policy decision, a programme for gradual replacement would be implemented by the Director of Public Instruction.

In conclusion, the Chairman said that a decision with regard to teachers' pay would depend upon the All-India pattern and before taking a decision, they must know what amounts were likely to be allotted by the Centre.

The Committee then adjourned to meet again at 10-30 a.m. on the 20th August 1956.

#### 20th August 1956.

1. The Committee of the Legislature on "The White Paper on Education" met in the Committee Room, Fort St. George, at half past ten of the clock. The following members were present:—

Sri C. Subramaniam (*Chairman*).

Dr. A. Lakshmanaswami Mudaliar.

Sri V. R. Ranganathan.

Sri T. Purushotham.

Srimathi S. Manjubashini.

Sri S. Swayamprakasam.

Sri P. B. K. Rajachidambaram.

Sri V. K. Ramaswami Mudaliyar.

Dr. K. B. Menon.

Sri R. A. Gopaldaswami, I.C.S., Secretary to Government, Health, Education and Local Administration Department, and the Director of Public Instruction were also present.

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The note prepared by the Director of Public Instruction on the Organisational Pattern of School Education was circulated to the Members. The Members felt that they required some time to study the note and suggested that the subject-matter covered by the note could be discussed at the next meeting. This was agreed to.

4. At the suggestion of the Secretary, Health, Education and Local Administration Department, the Committee then considered the Note prepared by him regarding targets, limits of costs and relative priorities. The Secretary explained the points contained in his note. He pointed out that the Committee which consisted of representatives of the Legislature was especially concerned with the overall cost of any scheme of improvement that



might be contemplated. He drew the attention of the Members to Annexure I of his note in which the targets proposed for 1955-56 as compared with the actuals for 1954-55 were given, and also Annexure II in which a comparative statement relating to the limits of cost was given. Keeping in mind the contemplated improvement and expansion of elementary and secondary education, it was necessary to step up the average annual cost *per capita* from Rs. 3-1-0 to Rs. 5 (Rs. 3 for Standards I to V and Rs. 2 for Standards VI to XI).

5. The Chairman asked for a full picture of the expenditure involved. The Secretary gave the figures as follows :—

During 1954-55, the total expenditure on education in the Madras State was rather more than Rs. 18 crores. Very nearly Rs. 13 crores were provided for from public funds (State Government Rs. 11 crores and local authorities Rs. 2 crores). Out of the remaining Rs. 5 crores, fees accounted to 3½ crores and the balance was income from educational endowments and other sources. Out of Rs. 13 crores spent on education from public funds, over Rs. 11½ crores were spent on these schools (the balance represents public expenditure on Technical and Collegiate Education. If the targets proposed in his Note were accepted, the Secretary stated that the Government and the Legislature should be prepared to step up this expenditure of Rs. 11½ crores on schools alone to Rs. 18 crores in 1965-66. This increase will be necessary even after allowing for decrease due to separation of Malabar and South Kanara. For, the natural increase of population in 10 years must also be allowed for.

6. The Chairman pointed out that this increase from Rs. 11½ crores to Rs. 18 crores referred only to school education. Taking higher education also into account, and making a deduction (on an optimistic basis) for fee income and private philanthropy, it is evident that *public expenditure on education will have to be stepped up to about Rs. 18 crores per annum in 10 years*. This meant (if the existing proportion of educational expenditure to public revenues is maintained) that public revenues will have to increase to about Rs. 90 crores in about 10 years. Is this likely to happen? His advisers take the view that it would not be unrealistic (in view of the scale of planned development now being undertaken) to assume such a target of public revenues. The Chairman said that, speaking personally, he was doubtful about public revenues being increased to that extent. Even if it was proposed to increase the taxes levied by the municipalities and district boards, it only meant that the money should come from the people.

7. The Secretary, Health, Education and Local Administration Department stated that his department recommended the stepping up of the average annual cost *per capita* from Rs. 3-1-0 to Rs. 5 as they were convinced that nothing worthwhile could be planned for anything less than that amount. He, personally, had no doubt that this would mean that a larger share of the income of the people will have to be mobilized as public revenue, in part by the State Government and in part by local authority. If the Government or the local authority is proved, in the event to be unable to do this, the programme of educational development will be retarded and get prolonged beyond 1965-66. It is necessary, however, to take a decision on what should be the limits of *per capita* cost; because, otherwise, no programme of planned development can be commenced on any rational basis.

The Chairman agreed that the limits of cost proposed were very modest in relation to needs. At the same time he wished to point out to the legislators that it did visualize a total revenue budget of Rs. 90 crores in about ten years.

8. Dr. Lakshmanaswami Mudaliar enquired whether it would be correct to assume that educational cost would continue to be only 20 per cent of the total expenditure. Could it not be increased? The Chairman said he doubted it, since the need for development was pressing in all sectors.

9. Dr. A. Lakshmanaswami Mudaliar observed that while they realized that Rs. 90 crores was a big sum, he would like to ask whether it was so big as to frighten them not to launch a scheme of development contemplated by them. Should they get disheartened on that account, he asked. The Chairman replied that he did not want them to get disheartened. He only wished to point out the real magnitude of the effort involved in the scheme. His main purpose in drawing attention of the Committee to that particular aspect was that people should not say later on that they were unrealistic; and that they had recommended excessive provision for education without taking proper account of funds required for development of other sectors. As far as the stepping up of the average annual cost *per capita* was concerned, he thought that Rs. 5 was very modest.

10. Sri T. Purushotham stated that the Committee should agree to this figure as the basis for planning the development of school education. The Committee agreed.

The Director of Public Instruction drew attention to the fact that Annexure I of the Note circulated by the Secretary provided for an enrolment target in Standard I of 2,400 children per lakh of population as against 2,700 children and enquired whether this meant

that a reduction is to be carried out. Secretary, Health, Education and Local Administration Department replied that this apparent anomaly was a good indication of the unsatisfactoriness of the present position. There were at present 2,700 children enrolled in Standard I against only 1,750 children enrolled in Standard II and only 940 in Standard V. This was the result of admitting children more than once in the course of the year and failing to enforce compulsion. When these defects are removed, it will be possible to have 2,000 enrolled in Standard V with only 2,400 enrolled in Standard I. In reply to a question from Sri Rajachidambaram, Secretary gave the assurance that 2,400 children per lakh of population meant many more than 80 per cent of the children who are 5 years old.

The Chairman pointed out that they were planning to regulate admissions with reference to age. Once they went through the process of regulating the age group in the manner planned by them, within the next four or five years, things would get settled and there would not be much difficulty and overlapping.

11. In reply to an enquiry by Sri V. R. Ranganatham, the Secretary, Health, Education and Local Administration Department stated that he reckoned the average annual number of births in this State to be just under 35 per 1,000 population; and the average number of deaths of children under age 5 to be about 7 per 1,000 population with the result that there would be about 28 enrollable children per 1,000 population in each year. The corresponding number in England, France and other Western countries would be less than 15. We have to make provision for 11,000 children per lakh of population in our primary schools in order to secure only 80 per cent literacy. If our birth-rate was the same as in Western countries, it would be sufficient to provide for 7,500 children per lakh of population and yet secure 100 per cent literacy. So long as our birth-rate remains as high as at present, it is impossible to make both ends meet in education.

The Chairman added that as a result of the various development schemes undertaken by the Government in various fields, there was bound to be improvement in the standard of living of the people and consequently that would reduce the rate of child mortality.

12. The Secretary, Health, Education and Local Administration Department, then drew the attention of the committee to the figures in Annexure II to the Note circulated by him. As Rs. 5 *per capita* has been accepted as the basis for planning, it is proper that Rs. 3 should be allocated to Standards I to V and Rs. 2 for Standards VI to XI. Rupees 3 *per capita* meant Rupees 3 lakhs per annum for one lakh population. If enrolment is stepped up to 11,000 pupils in Standards I to V, the cost per child would come to Rs. 27 per annum. The Committee has decided that school-meals should be provided free of cost to one-third of all the children. For this purpose, Rs. 6 per annum should be set aside. Another Rs. 3 should be set aside for school expenditure other than pay of teachers. It follows that the money available for paying teachers would be Rs. 18 per pupil enrolled. The Committee has accepted an average pupil-teacher-ratio of 40 : 1. It follows that the average emoluments of a teacher (including pension) should be limited to Rs. 720 per annum. The scale of pay for teachers with different qualifications should be fixed; and the relative proportion of teachers with different qualifications should be fixed with this limitation in mind. This is the *ultimate* limit upon full development in 1965-66. If anything better was to be done, the pupil-teacher-ratio will have to be even higher. Thus, a ratio of 50 : 1 would permit an average cost of Rs. 900 per annum.

13. Sri P. B. K. Rajachidambaram enquired whether they could not have a shift system at least for the lower classes.

The Secretary, Health, Education and Local Administration Department, replied that in his opinion any shift system which entailed the turning out of the pupil from the school after 2½ hours or even 3 hours, was out of the question in this State. That is the lesson of experience and had to be accepted. He was personally of the view that a substantial increase of the pupil-teacher-ratio above 40 : 1 was feasible in Standards I to IV. It ought to be possible to divide the curriculum on a 50 : 50 basis; and arrange for class teaching for one-half of the pupils while the other half is kept occupied with arts and crafts and games. In order to make this possible, however, there should be adequate school-accommodation and playground; and in addition there should be some school staff other than trained teachers. He was personally of the view that two properly trained teachers (assisted by a care-taker or a matron) could take charge of a primary school, with 120 pupils on the rolls under such conditions. The care-taker or matron should not cost more than one-half of an average trained teacher. Thus 120 pupils can be taught at the average cost of 2½ teachers.

14. The Director said that pupils in the first and second standards should remain under a qualified and trained teacher and not under a care-taker. Further, teachers are over-worked as it is with a five-hour school. They should not be required to work six hours a day.

15. The Secretary said that he had no doubt that that was quite correct from the technical point of view. But the question was given the need for working within a limit of cost and given the need also for expanding enrolment so as to secure basic minimum of 80 per cent literacy, what is the best way of giving the children the best possible education in the circumstances? He felt no doubt that experience would show that the course outlined by him was the best way. But it is unnecessary to get involved in any controversy about it. If the decision already taken about compulsory enrolment is given effect to and a phased programme of intensive development started, the problem will solve itself. They should create local responsibility for carrying out the programme. The local people should be made responsible for raising part of the extra funds needed. Then they will find out the right answer. They will find it for the schools, without any uniform central decision being imposed on them.

16. Dr. A. Lakshmanaswami Mudaliar said that they had to consider three important points. One was how to get the pupils into the school. The second point was (as different hours might be needed for different types of schools) about the number of teachers that would be available. At present they were not getting an adequate number of teachers.

(The Secretary, interrupting, said that they could produce the required number of teachers. The question was how to pay the teachers.)

Dr. A. Lakshmanaswami Mudaliar said that the third and the most important point was the removal of discontent prevalent among teachers. This perpetual discontent among teachers would, he feared, ruin society and the very educational system. This discontent among teachers had led to so much unrest in Malabar.

17. The Secretary said that the decision already taken that the pupil-teacher-ratio should be 40 : 1 is the best decision now, and it is sufficient. They had to start work on that basis. That will start an educative process by which the people will understand that no country can put through a programme of universal primary education except with a pupil-teacher-ratio which corresponded to its birth-rate. Even in Western countries, they had to have a very high pupil-teacher-ratio, when their birth-rate was as high as ours to-day. These are inescapable facts. We have not realized them so far, because we have not made any really serious effort about making primary education universal. If they take up the question resolutely, and if they also make up their mind about the maximum amount of expenditure within which to work, we are bound to reach the right ratio. Our hope for a really satisfactory school will be realized only when the birth-rate begins to fall. Then, the enrolment target of 11,000 will automatically descend to 7,500, over a series of years. We can have small classes as well as good teachers, properly paid.

18. The Director suggested that in making calculations about resources available for improving teachers' pay, account should be taken of net receipts from craft work in schools. He agreed that the basic training schools were ill-organized, and they had not come up to the mark. The return from them was only 25 per cent of the expenditure.

The Chairman said that in the first five classes, they had to meet Rs. 6 per pupil. One-third of the pupils would be taking meals. Out of the Rs. 18, he wanted to know how much was expected from the children.

The Director said that they could expect nothing in the first three standards. Later, he thought, the targets at present fixed for Basic School could be realized. The Secretary said that he would go further and say that nothing can be expected from the two higher standards. At any rate, we ought not to count on getting anything. It is possible that the net receipts for the Higher Elementary Standards might be significant; but this would be barely more than pocket-money.

19. The Chairman felt that if the pupils produced enough net receipts in higher standards to make up for the waste of material in lower standards, they should be more than satisfied. The shift system would have to be considered after three years. Till then, this increase to 40 had to be faced. The question was whether they wanted to have ill-paid teachers or an increase in the first three standards.

20. The Secretary said that a direction to the administrative agency should issue from the Legislature saying "You have got to work within Rs. 3 *per capita*; and you must deliver, at the end of each year, 2,000 literate pupils per lakh of population."

The Committee then decided that they could not have more than Rs. 3 and that the Director should work out figures having this Rs. 3 as the basis.

21. Sri P. B. K. Rajachidambaram said that the teachers' salaries must be increased. Having this in mind, he said, they should work out the figures. Without a higher pay, the teachers would not be actively co-operating with the Government's efforts. The Central Government had fixed the basic pay at Rs. 40.

The Chairman said that the Central Government gave aid, if any, only for the first two or three years. After this period, they had to bear the burden themselves. It was not as if they would get perpetual aid from the Centre. Further, this question of aid from the Centre was only academic. Whether the money was provided by the Centre or the State, it had to come from the people. The only question they had to consider was that whether people could bear additional burdens.

Sri P. B. K. Rajachidambaram wanted that they should take a firm decision to remove the disparities in the salaries of teachers working under different managements. The salaries of teachers also should be increased. Their schemes depended for their success on the hearty co-operation of the teachers. Elementary school teachers were quite capable of making an institution either flourish or go down. Therefore, he pleaded that their salaries should be increased.

22. The Committee then discussed paragraph IV of the Secretary's note regarding the order of relative priorities, in the light of Annexure I dealing with number of pupils enrolled, in different standards. He drew attention to item (iv) of paragraph IV, where reference is made to "further expansion of enrolment" and explained why in his opinion that stage could not possibly be reached with the funds available.

There was only Rs. 2 *per capita* which meant an increase of only 0-13-0 *per capita*, for all six standards VI to XI. The amount was not large and unless priorities were clearly formulated and strictly enforced, the tax-payer will not get value for money.

23. The Chairman said that the first priority should be to improve the quality of the Secondary School pupils.

Sri P. B. K. Rajachidambaram suggested that as a matter of policy, in the opening of new secondary schools, the Government should not commit themselves to any equipment grant or building grant. They should make it clear that if any private philanthropist wanted to start a secondary school, that school would not be given any aid. The School should be given recognition only on this condition.

Dr. A. Lakshmanaswami Mudaliar said that if people came forward to open new schools, they must do so without any expectation of Government aid. Recognition to the school must depend upon the standards maintained in the schools.

The Chairman said that the existing institutions would be stepped up and standards would be improved. The result would be that in areas where the standards had not been reached, they would open new schools. The Legislature should tell us that pressure should be resisted and that we should say "No grant will be given to any new school".

Dr. K. B. Menon said that he also would stress quality. But as the average education was low, he doubted whether a brake in the matter of grants would not prejudicially affect the import of education. So, he wanted that pressure, if any, might be exerted very cautiously.

The Chairman said that as far as the bottom level was concerned, namely, classes I to V, they were taking into account the entire possibility, and there was no pressure at all. But when they took into consideration secondary education and college education, they would see that unless they turned out first-class men and improved the quality of education, even the very process of broadening education would become very difficult. This broadening required first-class men not only in the field of education but also in other fields of developmental activity. Therefore, one of the essentials of planning would be not only to recognize the education of all boys at the bottom level but also to improve the quality also. Unless this was attempted, they would only be producing half-baked men, who would not be useful in any sphere of activity.

24. The Secretary suggested that the Committee may approve the priorities in the order noted in paragraph IV, after omitting sub-paragraph (iv). It would follow that, in areas where the annual outturn of S.S.L.C's. exceed 100 per lakh of population, there will be no expansion at public expense until backward areas were levelled up to 100 per lakh of population. Similarly, a second stage of levelling up to 150 per lakh of population, which is the present average for the entire State. The implication is that both for improvement of quality, as well as expansion, investment in advanced areas (e.g., Madras City) per head of population would be very much less than it would be throughout the rural areas. They will have to spend much more on schools in rural areas, for the reason that the lee-way to be made up is so much greater.

The Chairman said that pupils in municipal areas always scored more marks and their knowledge of men and things also was greater when compared with those in the rural areas. The boys in the rural areas should be made to come up to the level of urban boys. This inequality should go. Otherwise they would not be solving rural backwardness in education. The first priority therefore should be to upgrade all the existing rural schools. Most of the money would have to be sunk there rather than in the urban areas where the standard was already high.

The Secretary said that it must be accepted as a necessary consequence of this policy that, in areas which were advanced, further progress will have to be financed mainly by increased fees. Private philanthropy may make some contribution to non-recurring expenditure, but, the ordinary expenditure on the maintenance of school will be met only from fee income and Government grants.

The Committee decided that targets of expansion and relative priorities should be settled in the manner specified in sub-paragraphs (i) to (iii) of paragraph IV of the Secretary's note. The Committee also decided that (for purposes of regulating expansion and enforcement of priorities), the taluk should be taken as the Unit, and not the district.

25. Dr. A. Lakshmanaswami Mudaliar pointed out that during the last few years, a number of Colleges had sprung up through the efforts of philanthropists and philanthropic institutions. Donations were received not merely from within the country but also from Saigon, Malaya and other places abroad. So far as maintenance of the schools was concerned, if a particular amount was set apart as a Consolidated Fund as was done in the case of Colleges, it would be helpful.

Sri S. Swayamprakasam was of the view that so far as the rural parts were concerned, the response from philanthropic institutions and philanthropists might not be the same in future as it was in the past, especially after the introduction of so many reforms.

Dr. K. B. Menon stated that while considering the reduction of expenditure, the Government should take into account the fact that there were a number of uneconomical schools and also a lot of overlapping. Such schools should not be allowed to be run. The Chairman stated that it would be kept in mind.

26. The Chairman told the Members that two important subjects to be considered by the Committee were (1) the pattern and position of the VIII Standard, and (2) how to reach the standard prescribed in the transition stage as quickly as possible. Those subjects could be discussed along with the Director of Public Instruction's note. This was agreed to.

#### *Revision of Grant-in-aid Rules.*

27. The Chairman stated that though the subject was to be remitted for examination to a special Commission, it would be better if they took some policy decisions. Every year there was an audit. On the basis of the audit, amounts are being disbursed. They had to decide whether the long procedure of audit and objections was to be continued.

The Director of Public Instruction was of the view that there was necessity for an audit. He gave instances where the auditor was able to find out misappropriations to the tune of Rs. 5,000 to Rs. 10,000 even in some of the good schools in the City. Such misappropriations were taking place in the mofussal schools and some of the Government institutions also.

Dr. A. L. Mudaliar suggested that they could combine the Grant with efficient audit. The Chairman stated that all public bodies must be under check and the Government must see that whatever money was paid was properly utilized.

Sri T. Purushotham enquired whether the audit could not be done by the Local Fund Audit Department.

The Chairman replied that the entire question of audit machinery was under examination and qualified and experienced auditors might be asked to audit all public accounts. They might be called "Examiners of Public Accounts".

28. Sri P. B. K. Rajachidambaram stated that some of the secondary schools were working at a profit as they were not ploughing back the money that they received for the improvement and development of the school. The Chairman said that the grant need not be given on a uniform basis. Some institutions had other income from Endowments. So, the resources of the schools might have to be taken into account. The Secretary, Health, Education and Local Administration Department suggested that it would be simpler to fix a sum as the grant on the basis of past actuals; and then specify the amounts of minimum expenditure on teaching costs and fee concessions which would suffice to earn that grant. This would limit Government liability and leave the school free to plan their budgets with confidence.

The Director of Public Instruction wanted that the maximum fees that could be levied should also be laid down. The Chairman pointed out that they had to consider what would be the fee compensation for the next five years or so. Sri P. B. K. Rajachidambaram requested the Director of Public Instruction to work out one or two formulae in that regard and circulate the same to the Members.

*Improvement of School Management.*

29. Sri P. B. K. Raja Chidambaram felt that unless the pattern of management was improved, the schools might not work properly. The general feeling was that as far as elementary education was concerned many of them were not doing what they should do and the standard was also not up to the mark. He thought that the district boards could not manage the elementary schools efficiently.

The Secretary, Health, Education and Local Administration Department stated that the district boards were never given a reasonable staff. They must be given the necessary staff if they were to undertake that work. As a matter of fact the whole future of district boards was taking a particular shape. The question of constituting a Local Authority for taking up elementary education was under consideration. Whether it should be at the Panchayat level or a higher level was also under consideration. The provisional conclusions reached in the matter were outlined in a separate White Paper on Local Administration which might be discussed by another Legislature Committee similar to the one on Education.

30. The Chairman thought that if the Committee on Education could give some indication in that regard, it would help the Government in the other matter. His own view was that they should have a manageable unit. That unit should have an organization which should be able to look after education and other common things such as Public Health and other matters. They might even link it with the National Extension Service blocks so that there might be proper co-ordination in the various fields of activity. If that was done, they could minimise wastage to a great extent. The unit should not be too big or too small. He invited the members to give their suggestions on the point.

31. Sri P. B. K. Raja Chidambaram stated that the elementary schools should be the concern of some authority—let it be the present type of Local Authority or any other type to be set up in future. Private enterprise should not be allowed to man them. The Chairman thought that they could not altogether prevent private people from running schools. For instance, they had to permit them to run some special schools.

32. Sri V. K. Ramaswamy Mudaliar enquired whether they were planning to gradually do away with aided schools. The Secretary replied that the proposed Local Authority when created would manage its own schools and supervise the aided schools. There was no proposal to get rid of existing private schools, so long as they continue to be managed satisfactorily. In executing the proposal of development, however, it is visualized that the bulk of the expenditure, if not the whole of it, should take place in what may be called the Public Sector.

33. Dr. K. B. Menon stated that while fixing the unit at a particular level, it should be remembered that there was lot of politics coming into play in the lower levels. So, the higher the level, the better it would be. They had to be very careful in the demarcation of units.

Sri S. Swayamprakasam stated that there was bound to be politics at that rate at all levels. Sri Rajachidambaram also stated that even the State Government could not escape that criticism.

The Chairman suggested that they could take the taluk as the unit and find out whether there had been sufficient development. Sri S. Swayamprakasam agreed to the suggestion. The Chairman told Sri T. Purushotham that the provisional indication was that the taluk might be the unit of development. How that could be integrated with the National Extension Service Programme had also to be considered.

34. The Director of Public Instruction raised the question of insisting that Committees should be appointed for management of every aided private school. The Chairman replied that they had to consider whether there was necessity for them. The Alagappa Chettiar Committee had recommended the formation of Registered Societies.

Sri Raja Chidambaram felt that Registered Societies would not solve the problem. There should be closer control and supervision. The Chairman told him that was a different matter and they were providing for that.

Dr. K. B. Menon pointed out that some of the Societies registered under the Act of 1861 were not functioning well. The members chosen were mere dummies. The power of control of the Government over their management was very vague and indefinite. Whenever the management went wrong, the Government were not able to take effective action. The Chairman stated that a specific Act for the purpose could be passed. Whether it was necessary to provide for a Committee for each management and whether it would not create difficulties in course of time were matters to be considered.

The Secretary, Health, Education and Local Administration Department, suggested that it should be a condition attached to the grant-in-aid that a Committee of management exists, which is capable of good management, to the satisfaction of the proposed Local Authority. The Local Authority also might be given the power to insist on the reconstruction of a Committee to its satisfaction, if any Committee failed to give satisfaction in this respect. The Chairman told Dr. K. B. Menon that the Director of Public Instruction could not be entrusted with that work as he was far away and the number of schools was very large.

Dr. A. Lakshmanaswami Mudaliar stated that in England (under the 1944 Act) they had power to take over any school, if it was not properly managed.

The Chairman observed that they could also take power (1) to impose a Committee on the management, and (2) if that did not improve matters, to take over the management of the school itself.

#### *Inspection of schools.*

35. Sri P. B. K. Raja Chidambaram said that there were a number of Senior Deputy Inspectors whose qualification was Secondary Grade Training. He thought it necessary that Senior Inspectors should be B.T.s.

The Director then explained the rules governing the recruitment of Inspectors. He said that a direct recruit even to the Junior Inspector's cadre should be a B.T. However, a certain percentage had been reserved for promotion from the Secondary Grade. The nature of work of these promotees from Secondary Grade slightly varied from B.T.'s. For example, these Secondary Grade men could inspect elementary schools up to the V Standard only. Some Secondary Grade men had been promoted to the Senior Inspector's grade also.

The Committee then decided that a Senior Deputy Inspector should be a B.T.

36. Sri P. B. K. Raja Chidambaram said that the headquarters of the Deputy Inspectors should be in rural areas. In each Firka, there was the Revenue Inspector. Therefore, he felt that the Deputy Inspector also could be there.

The Committee decided that the headquarters of the Senior Deputy Inspector should, as far as possible, be located in the area over which he had jurisdiction and not outside his jurisdiction.

Sri T. Purushotham desired that there should be more District Educational Officers.

37. Sri P. B. K. Raja Chidambaram said that they were at present giving block grants to aided elementary schools. From his experience he could say that this system was not working quite satisfactorily. He desired that the Director should devise some other means of making the grant.

The Director said that according to the acquittance roll the managements produced, they were paid the grant.

The Chairman said that they were giving fee concessions to students, and managements therefore could not charge any fees. The managements insisted that they should be paid at the same rates as the fee collected by them from other students, in addition to the teaching grant paid to them. In that case, they would have to revise the Grant-in-Aid Code to take into account the fee income also.

The Secretary said that the policy should be that, as a normal rule, elementary schools should not levy any fees. However, if any school wanted to function on a fee-basis, it should be possible to treat it as a special category, provided the necessary conditions were satisfied.

One condition must be that pupils who do not want to pay fees will not have to go to that school; therefore, there should be a free school available within reasonable distance in the same area. Secondly, the grant payable to that school should be limited to a proportion, say one-half of what would be payable if it was a non-fee levying school. Their cost at present was Rs. 24 per child per annum. They might fix a sum as a grant and make it conditional on the number of pupils exceeding a limit fixed at the rate of 12 rupees per child.

The Chairman said that such schools should be asked, in addition, to produce accounts and prove that they had a deficit. The amount should not, however, exceed a maximum of fifty per cent of the standard rate.

The Director said that nursery schools were recognized as special schools. Such of those elementary schools as wanted to levy fees would be treated as special schools. Payment to them would be limited to the deficit, subject to a maximum of 50 per cent.

Dr. A. Lakshmanaswami Mudaliar said that in course of time, special schools must be self-supporting. Schools which did not provide for those who were entitled to free education should not be recognized.

The Secretary said that if they increased the number of schools, to that extent the financial liability also would increase. If there was a definite reduction in financial liability and at the same time there were satisfactory schools for those who paid fees, they need not insist on the non-grant condition.

After some discussion the Committee decided that the pattern of grants, if any, to special schools should be fixed on entirely separate lines and communicated to the schools sufficiently in time.

The Chairman said that where there was a special school, the children of the residents of that area who were entitled to free education, should be taken up to a certain limit.

The Secretary said that this might cause difficulty, unless the numbers were known to be relatively small.

The Chairman said that those who charged fees should produce their accounts and take payment, if any, only at the end of the year.

Dr. A. Lakshmanaswami Mudaliar said that, as in the case of income-tax calculations, they could proceed on the basis of the previous year's figures and work out the amount.

To a suggestion that the managements would not pay their teachers, if payment was made by the Government at the end of the year, the Secretary stated the risk of that happening in these days seemed to be small. Teachers were vocal and are looking after themselves.

Sri P. B. K. Raja Chidambaram felt that the collection of fees would be given up by managements if Government took their fee income also into account.

The Director said that at present Rs. 12 lakhs for Madras City alone was being paid as fee compensation. They would save Rs. 8 lakhs if no fee was levied in schools.

#### *Inspection of Secondary Schools.*

38. The suggestion that inspections should be carried out by a Committee of Specialists in different subjects, such as one for Tamil, one for History, one for English, one for Mathematics and so on, was the consideration. The Director of Public Instruction said that the number involved would be large and that he would work out the full implications of such a scheme of inspection and circulate it to the Committee.

The Chairman felt that there need not be an additional Inspectorate over and above the present machinery. As far as possible, inspection should be localized. Instead, he suggested that two or three taluks should be combined and a Committee of teachers of two or three schools in that area could be constituted. This Committee could be asked to visit the schools in that area and send its report. The Department or the Government need not penalize anyone on the basis of the report submitted by that Committee. If anything serious was, however, reported by the Committee, the District Educational Officer could enquire into the matter further; and the irregularity, if any, could be rectified. That arrangement could work better than an additional Inspectorate as such; so it might be given a trial.

The Secretary, Health, Education and Local Administration Department, stated that the Committee suggested by the Chairman could be called an 'extension team' and it could be given a trial. The Director of Public Instruction also concurred in this view.

39. Sri T. Purushotham enquired whether there was still need for separate Basic Education Officers and separate Inspectresses of Girls' Schools. The Director of Public Instruction replied that so long as there were separate Girls' Schools, there was need for a separate Inspectorate also. As for Basic Education Officers and Divisional Inspectors of Schools, the matter was under examination.

#### *Text-books.*

40. Dr. A. Lakshmanaswami Mudaliar stated that so far as text-books were concerned, they could be printed by the Government, some royalty might be given to the authors and the money realized by the sale of the books might be credited not to the general fund, but to the Education Fund of the Government.

Sri S. Swayamprakasam observed that the text-books should not be frequently changed.



The Chairman suggested that a Corporation might be constituted by the Government and that could be in charge of selection of text-books. It could select 4 or 5 sets of books and choice might be given to the schools on the selection of one of them. The printing and distribution of books might be the responsibility of the Corporation.

Explaining the difficulties experienced at the present time, the Director of Public Instruction pointed out that in one particular case, a book which was not approved by the Text-Books Committee but approved by a High Power Committee contained a lot of grammatical and other mistakes, and he had to cancel that book.

Dr. A. L. Mudaliar suggested that the selection might be done by a Committee which should be independent of the Government authority.

The Chairman told Dr. Mudaliar that the Government would purchase a book which was selected, for an outright price of, say, Rs. 1,000. The Government would be willing even to pay up to a sum of Rs. 2,000 if it was considered to be a very good book.

Dr. A. L. Mudaliar suggested that the books might be printed in any Printing Office and not necessarily in a Government Press. He expected that the Government would be able to get a substantial amount from the sale of these books. He wanted the amount thus realized to be credited to the Education Fund.

Sri Raja Chidambaram suggested that a beginning might be made from next year as they were revising their syllabus. The Chairman observed that people might be given sufficient notice. Now, that they were revising the syllabus, they might call for suitable text-books based on the revised syllabus. The best book might be selected. A beginning in that direction might be made.

#### *Slates and Note Books.*

41. The Chairman drew the attention of the Committee to the increasing burden that the parents had to shoulder on account of the large number of note books that the students were asked to purchase. He also pointed out that as a result of the students using fountain pens, their handwriting was getting spoiled. In order that the students' handwriting might improve and the burden of the parents might be lightened, he recommended the use of slates only for main writing up to the III standard. The number of note books should also be limited as a lot of wastage was noticed. The burden of the parents in that regard should be reduced. Sri T. Purushotham stated that the Chairman's practical suggestion in the matter might be accepted. This was agreed to.

42. Sri T. Purushotham next raised the question of fixing 60 years as the age of retirement. The Chairman suggested that qualified trained teachers might be given re-employment from year to year, say, for a period of 5 years after retirement. The Members felt that that concession should be applied to all categories of trained teaching personnel.

At that stage, the Committee adjourned to meet again at 10 a.m. on 7th September 1956.

#### **7th September 1956.**

1. The Committee of the Legislature on the 'White Paper on Education' met at the Committee Room, Fort St. George, Madras, at 10-30 a.m. on Friday, the 7th September 1956. The following were present:—

- 1 The Hon. Sri C. Subramaniam (*Chairman*).
- 2 Dr. A. Lakshmanaswami Mudaliar.
- 3 Sri T. M. Narayanaswami Pillai.
- 4 Sri P. Ramamurthi.
- 5 Sri P. B. K. Raja Chidambaram.
- 6 Sri S. Swayamprakasam.
- 7 Sri V. K. Ramaswami Mudaliar.
- 8 Sri N. Ramakrishna Ayyar.
- 9 Sri V. R. Ranganathan.
- 10 Sri T. Purushotham.
- 11 Srimathi Manjubhashini.

The Secretary to the Government, Health, Education and Local Administration Department and the Director of Public Instruction were present.

2. The Hon. Sri C. Subramaniam gave a brief *resume* of the Educational Conference of Southern States held at Perianaickenpalayam and the Education Ministers' Conference held at Delhi. At the Perianaickenpalayam Conference, matters relating to technical

education as well as basic education were discussed. At the Delhi Conference, the Prime Minister and the Education Minister laid very great stress on the importance of English. While Hindi was to take the place of English as the language of administration at the Centre and inter-communication between different parts of India, it was inevitable that this would take a long time and they should not create a period of vacuum in the interim period. Especially when the contacts between the various States took place in English, if English was taken away when Hindi had not occupied its place, they would be only isolating each State. Secondly, from the point of view of scientific and technical education, it was considered that English should continue to be the medium of instruction at least for another 10 or 15 years. The question was when English should be made a compulsory subject for study. He explained the view already taken in this Committee. He also mentioned the suggestion that English could be taught even from the fifth standard. The U.P. Minister took the view that unless Madras made Hindi compulsory, he would not make English compulsory there. So also, the view point of Sourashtra was that English should be given up once and for all and that Hindi should be made the medium of instruction in the University so that there might be a uniform All-India pattern. Ultimately it was agreed that English should be a compulsory subject in the lower as well as in the higher secondary grade course. It was also agreed that immediate steps should be taken by all the States to improve the methods of teaching English.

3. Then the question of Hindi came up for discussion. In principle, this Committee had already agreed that a boy who left the secondary school course should have studied three languages. In view of the discussions that had taken place at Delhi, they would have to modify the formula agreed upon as follows:—

(i) Part I—Regional language.

(ii) Part II—Hindi or any other Indian language not included in (i).

(iii) Part III—English or any other non-Indian language.

The difference between the original formula and the modified formula is this:—Under Part II, one could take up an intensified study of the regional language under the original formula; but not under the modified formula.

4. At this stage, the Secretary, Health, Education and Local Administration Department explained that, at his request, the Minister had refrained from committing himself to the compulsory study of three languages in respect of *all* courses. In the opinion of the Secretary, three languages can and should be compulsory for the *academic* course. In respect of diversified courses, however, time should be saved for *practical* education. It may not be possible to save enough time if every student had to study three languages compulsorily, without regard to whether or not he had taste or aptitude for languages. This is a particularly important consideration for those who took the Technical or Engineering Course.

5. The Chairman then pointed out that it was agreed that for the ordinary secondary education course, they should have three compulsory languages and it was his view that the Committee could accept the formula put forward subject to the condition that Hindi was not made compulsory. With regard to the diversified courses, the question whether there would be time available for the study of three compulsory languages might be gone into.

6. Sri P. Ramamurthi enquired, when it had been agreed that English was necessary for scientific and technological education, how they could reconcile the position by saying "English or *any other* non-Indian language". The Minister explained that for all practical purposes English would be the subject of study. But they had put it like that, taking into consideration States like Pondicherry.

7. The Minister continued that so far as the starting point for the teaching of English was concerned, he expressed the view that English should be taught even from the fifth standard but the choice was finally left to the States. It was put forth at the Conference that Hindi should be taught from the year after English was begun. The view put forth by him was that Hindi could be taught from the first year of the secondary course and that a period of four years would be enough for the study of Hindi.

8. The Committee accepted the modified formula of having three compulsory languages for the secondary academic course and that in respect of diversified courses the question of having a third language as a compulsory subject of study might be examined.

9. To a query from Sri N. Ramakrishna Ayyar as to how many periods they could conserve by leaving out the third language in the diversified courses, it was pointed out by the Chairman that that question could be gone into by technical experts.

10. The Chairman then explained the conditions governing the grant made by the Centre to the States. One of the conditions was that they should upgrade the present schools into higher secondary schools so as to conform to the All-India pattern. The question for consideration was whether they should have a eleven years' course or twelve years' course. It was recently disclosed at the Perianaickenpalayam Conference that all our neighbouring States (Andhra, Hyderabad, Mysore and Travancore-Cochin) had agreed to the easier course of having twelve years' course (eight plus four). In his view, they had done so without sufficient consideration of financial implications both to the State and to the parents. Nearly all other States in India (with the possible exception of Bombay) will have only a eleven years' course instead of the present ten years' course. The Government of India are in favour of only a eleven years' course, though they have no objection to a twelve years' course.

11. The Secretary, Health, Education and Local Administration Department, enquired of Dr. A. Lakshmanaswami Mudaliar whether there was any definition of the academic content of the " diversified courses " in the Report of the Secondary Education Commission. Dr. A. Lakshmanaswami Mudaliar replied in the negative but added that he agreed it would have to be lower than that of the academic course. The Secretary then pointed out that some definition was necessary. So far as the academic course was concerned the standard to be reached is set clearly enough by the Pre-University Course introduced in Colleges this year. As regards diversified courses, he thought, they should be so designed that none of them fell short of the present S.S.L.C. academic course. This was necessary in order to secure that the door to higher education is left open even for those who took to diversified courses. If the door was not left open the number of pupils who take to these courses voluntarily will continue to be very small.

12. The diagram showing the changes in the pattern of school-curricula proposed to be carried out during the Second Five-Year Plan period, etc., was explained in detail by the Chairman. It was pointed out that it was proposed to increase the school enrolment in Standards I to V from 7,840 to 11,000 by the year 1965-66. While the present strength in the V standard was 940, at the end of the above period it would be 2,000. While the total expansion in ten years was only of the order of 40 per cent, the finished product in terms of literate pupils would be more than doubled within ten years. It was proposed to achieve this result by eliminating the existing wastage and by introducing compulsion and school meals.

13. At the other end, so far as the eleventh school-year was concerned, it was proposed to increase the total output in 10 years from 150 to not more than 200 per lakh of population. This was to be brought about mainly by levelling up the strength in schools located in backward areas to the present average level of the State. *The main emphasis here was not on expansion of numbers but on improvement of the quality and the utility of education.* So far as the Higher Secondary (Academic) Course was concerned it was proposed to bring it in line with the Pre-University level, at the end of the first year in College now. The Higher Secondary (Technical) Course aimed (in addition) at providing scientific and technical education in the elements of engineering. The standard of technical education should be the same as that attained at the end of the first year in the Polytechnic. The multipurpose courses would have the academic content of the present S.S.L.C. (Academic) Course; and, in addition, practical education of a useful nature as in the present S.S.L.C. Diversified Courses. At present, the number of pupils who take diversified courses is less than 10 per cent. It is proposed that the new multipurpose courses should take about 50 per cent of the pupils.

14. The next important question for consideration was what should be the status of the eighth year. One view was that the eighth year has no purpose to serve except as the first year of the new four-year course of Higher Secondary Education. But this course was going to be very stiff and designed to take the boys up to the Pre-University level at the end of the eleventh year. Would it be possible for all the students to take such a higher secondary course? Even at present, only 40 to 45 per cent passed the S.S.L.C. Examination. Therefore, at the seventh year there would be a selection and those pupils who come out successful could take up the advanced course which would take the pupils to the Pre-University level in four years. The question was what was to happen to the other students?

15. It is this question about which the answer has been in doubt or dispute right from the beginning. At first the idea was that elementary education was to end in the seventh year. But there was the objection that eight years of education should not be reduced to seven in Higher Elementary Schools. So it was proposed that those pupils who were not selected or did not proceed to the four-year Secondary Course should have a separate eighth year as a " rounding-off Course ". But this course has been criticized as a " blind alley." The Chairman said that, in order to meet this objection, a modification of the proposal has

been suggested. This is indicated in the diagram. According to this modification, there will be two different courses in the eighth year. One will be the first year of the four-year Higher Secondary Course and the other will be the Elementary School-Final Course. But the latter need not be a blind alley. It can be provided that those pupils who took the Elementary School-Final Course—the eighth year (instead of its alternative) can be admitted to the ninth year of the ordinary high school where one of the 3-year Multi-purpose courses will be provided. As the academic content would be equivalent to the present S.S.L.C. standard only, it would not be too stiff for the boys who come through the Elementary School-Final Course. One advantage in having a selection and effecting a separation would be to provide for the different aptitudes of the pupils. Instead of rushing all pupils through a uniform course and ultimately finding that more than 50 per cent of the pupils failed, the object was to have a selection at the end of the 7th year of those who offered promise of taking up and successfully completing the four years' higher secondary course and reaching Pre-University level. They also took the other students (of course, at a slower pace) and put them through courses whose academic content was equivalent to the present S.S.L.C. standard. Even they could take up the Pre-University course if they wanted to go in for College education. This would conform to the pattern fixed by the Central Government and there would be no difficulty in Madras getting the grants from the Centre.

16. To a query as to whether this meant that the 4-year Higher Secondary Courses would not be available in all schools but only in some selected schools, the Chairman replied that it would be so. Then the question arose as to how the schools where the proposed higher secondary courses would be started are to be selected. The Chairman replied that they would be distributed region-wise and selection of students also would be done on a regional basis and they would not be concentrated in the City or towns.

17. Analysing the position, the Chairman pointed out that there were only two alternatives open to them to become eligible for Central grants. One was to adopt the present scheme as now evolved by us; the other was to adopt "eight plus four".

Sri T. M. Narayanaswami Pillai suggested that it would be better to fall in line with the other States. The Chairman pointed out that the 'Other States' were not uniform. Our neighbours are for 12 years; and all others for 11 years.

The Chairman further explained that they should take note of the fact that the Pre-University Course will continue to be available as a stand-by. They did not lose anything by proceeding with their scheme. If they did succeed in reaching Pre-University level, they saved one year. If they did not, they were in no way worse off than at present. On the other hand, the effort to upgrade standards was bound to be beneficial.

18. Sri P. B. K. Raja Chidambaram wanted to know whether the selection proposed at the seventh year was to be introduced on the advice of educational experts or just to provide for a four-year course for the higher secondary education. The Chairman explained that they had to make the selection at some point if they wanted to restrict the pupils going to the higher secondary course. The Secretary, Health, Education and Local Administration Department, pointed out that according to the transition programme it was proposed to have the selection at the end of the seventh year, only after the 7th standard had reached the level of the present 8th standard. During the transition period, the selection would be made after the VIII standard. He drew attention to the fact that, even now, there is an examination for the pupils of the Higher Elementary Schools.

19. In conclusion, the Chairman said that that was the position with regard to the eighth year. It was for the Members to think over the matter and come to a decision. It was not even necessary that they should take a final and irrevocable decision here and now. The transition programme gave the time. They might watch the position for the next three years and see how far they were able to step up the standards. They could provisionally adopt this scheme, leaving open the question whether the 8th year schooling should be in all schools or only in particular schools. At present they had only to provide the pattern which would conform to the All-India pattern so that they can draw up a definite programme of development during the Second Five-Year Plan period which the Centre will recognize as eligible for Central grants. The position of the eighth year may be re-examined in the light of experience gained during three years' working. He, therefore, requested the Members to consider the question from all these aspects.

20. As the Chairman had to attend another meeting, he left at this stage. It was also decided to have the next meeting of the Committee at 3 p.m. on 22nd September.

Dr. A. L. Mudaliar then occupied the Chair.

21. Summarizing the discussions, Dr. A. L. Mudaliar said that there would be two set-ups in the educational level one of which would be the present three-year secondary course but with the multipurpose courses very much strengthened. There would be the present set-up which would lead to the Pre-University Course or the polytechnic course or which would finish off by itself if that is the multipurpose course.

Secondly, there would be the four-year course which would straightaway lead to the three-year degree course or to one of the pre-professional courses or to the second year of the polytechnic course if it was a diversified course. Now the question was what should be the transitional arrangements. If they accepted the seven-plus-four years' course, then there must be a selection at the end of the seventh year to choose the boys for the four-year higher secondary course.

22. A general discussion then followed and Dr. A. L. Mudaliar made it clear that they were not taking any decision in the absence of the Chairman. Sri P. B. K. Raja Chidambaram wanted to know what would be the type of schools they would be providing for in the rural areas. The Secretary explained that there were at present three types of schools, Primary, Higher Elementary and High schools. The White Paper did not contemplate any change in the pattern of the schools. The schools were only divided according to the number of years. Primary schools are 5-year schools. The Higher Elementary schools are 8-year schools. The High schools provided for schooling from the 6th year to the 11th year. This is the institutional pattern and it will continue unchanged. The changes were proposed only in respect of the courses of studies.

23. Sri P. Ramamurthi wanted to know, if they accepted the position that there should be a selection at the end of the 7th year and they wanted to continue the 8th year course also in the rural areas, what would be taught in the 8th year and whether it would correspond to the first year of the high school course. The Secretary explained that (when this was originally proposed as a "rounding off" course) their aim was that the pupils should secure the minimum of education equivalent to the present III Form standard in academic subjects, and, in addition, adequate practical training in a Basic Craft.

24. Dr. A. L. Mudaliar said that they were proceeding on the assumption that the 8th year school would be a permanent feature. On the other hand, certain schools would be up-graded and the 8th standard would become a pre-Higher Secondary Course and would correspond to the first year of the Higher Secondary Course. Sri P. Ramamurthy expressed the view that, in that case, the 8th standard would have to be abolished. To an enquiry as to what would happen to the students who failed in the selection examination in the 7th standard, Dr. Mudaliar replied that such students could repeat the 7th standard or go to the 8th standard without losing a year and take the three-year S.S.L.C. Course

25. Sri T. M. Narayanaswamy Pillai expressed the opinion that it appeared to him as though they could not look forward to a time when the present high schools would be up-graded into Higher Secondary schools and that they were providing for two sets of schools. The Secretary, Health, Education and Local Administration Department, restated his point that there were two types of courses of study, of which one type would be available in all schools and one will be available in some selected schools. Limiting their view to what was possible by 1965-66 he could not see that there was any alternative to locating Higher Secondary 4-year courses in selected schools.

26. Dr. Mudaliar explained that personally he was concerned only with the long term policy. He was not worried much about the transition. If they accepted the 8 plus 4 years course, which was the logical one, then all their problems would be solved. Madras would be handicapped if it did not fall in line with the other Southern States.

27. The Secretary, Health, Education and Local Administration Department, said that in his opinion they would not be justified in recommending a 12-year course as a long-term objective when all the States of India (except their neighbours) proposed to have only a 11-year course. Our people are not richer. Nor are they less intelligent. The Director of Public Instruction endorsed this view, adding that unless they got some tangible return the Government would not be justified in incurring expenditure for another year. The Director of Public Instruction expressed the hope that they would not, at this stage, be going back on the decision to retain the 11-year course.

28. Explaining why he had agreed to a compromise of 11 years, Dr. Mudaliar said that he was of the opinion that it would be possible to limit the period of primary education to 4 years. Now they were confronted with so many difficulties; it is said that the 5th year of the primary school could not be abolished. Similarly the 8th year of the middle school could not also be taken away. The 11-year High school course could not also be up-graded. The Secretary pointed out once again that the institutional pattern

was not relevant to the discussion which relates to the content of the courses of studies. The whole question centered round the decision whether or not they were going to make an earnest attempt to cover 12-years education in 11 years. How this education was to be divided up in different schools was a relatively minor issue.

29. The Director of Public Instruction said that he had carefully examined the Higher Secondary syllabus sent out by the Government of India, and it was his view that our pupils were being taught as much now in the S.S.L.C. itself. Dr. Lakshmanaswami Mudaliar doubted this. The Secretary, Health, Education and Local Administration Department, said that the comparison should be with the Pre-University syllabus and not merely the draft syllabus sent up by India. Sri N. Ramakrishna Ayyar enquired as to what precisely was the stipulation for getting Central Grants. The Secretary replied that we are expected to produce a revision of our present S.S.L.C. Scheme, which the Centre would accept as a Higher Secondary course. They will not accept it as such, *unless our own Universities recognize it as good enough to prepare pupils for eligibility to the first year of the three-year degree course which would be introduced in colleges next year.*

30. Dr. Mudaliar agreed that the question to be decided was whether a student could achieve the Pre-University level in 11 years. Sri T. M. Narayanaswamy Pillai said that two special Commissions had decided that there should be twelve-years of schooling before the three-year degree course. The Director of Public Instruction expressed the view that for the present lowering of the standards, neither the teachers nor the pupils were responsible. Every time the syllabus was revised, they cut down something from the curricula and the students were deliberately shut out from learning so many things like History, Geography, etc. The Secretary then put it to the Committee that, even if it was only a provisional decision, it has still got to be a decision. What do they want us to plan for? *As a long-term objective (and subject to the transition being made as carefully as possible), were they to attempt to reach the Pre-University level in schools; and if so, were they to attempt to do it in 11 years or 12 years?* Dr. A. L. Mudaliar said that a decision could be taken after taking into consideration all aspects of the question.

At this stage the Committee decided to adjourn and meet again at 3 o'clock on 22nd September 1956.

#### 22nd September 1956.

The Committee of the Legislature on the White Paper on Education met at the Cabinet Room, Fort St. George, at 3 p.m. on Saturday, the 22nd September 1956. The following were present :—

- 1 The Hon'ble Sri C. Subramaniam (*Chairman*).
- 2 Dr. A. Lakshmanaswami Mudaliar.
- 3 Sri T. M. Narayanaswami Pillai.
- 4 Sri P. Ramamurthi.
- 5 Sri P. B. K. Raja Chidambaram.
- 6 Sri S. Swayamprakasam.
- 7 Sri V. K. Ramaswami Mudaliyar.
- 8 Sri N. Ramakrishna Iyer.
- 9 Sri V. R. Ranganathan.
- 10 Sri T. Purushotham.
- 11 Srinathi Manjubhashini.

The Secretary to Government, Health, Education and Local Administration Department, and the Director of Public Instruction were also present.

2. The Chairman observed that discussion of items II-A and III-D of the Agenda may be resumed and completed to-day. It was essential that decisions should be reached by the Committee at this meeting.

3. Picking up the thread of the discussion from the point at which it ended at the last meeting, the Director of Public Instruction put forward the following proposals for consideration by the Committee :—

*Firstly.*—The total duration of schooling should continue to be 11 years as at present. There should be upgrading of the standards from year to year consecutively. The academic course should be so upgraded as to reach the Pre-University Course level in the 11th year and this should lead directly to the first year of the Three-year-degree course in Colleges. The diversified courses should be so upgraded as to lead to the Pre-Professional Course in Professional Colleges or the Second Year of the Polytechnic.

*Secondly.*—The original proposal in the White Paper was that the new syllabi should be introduced in all High Schools without exception, and the upgrading of standards from year to year should take place in all High Schools simultaneously. This proposal should be given effect to. Otherwise, two different S.S.L.C. Schemes will be in operation simultaneously in different schools of the State, with consequent complications.

*Thirdly.*—The transition programme should be different from that outlined in the White Paper. The new syllabus should be introduced in the first year in the First Standard and the Fifth Standard. Next year it should be introduced in the Second Standard and Sixth Standard and so on from year to year.

4. The Secretary, Health, Education and Local Administration Department, explained the implications of the last of the three proposals of the Director of Public Instruction. According to the transition programme outlined in the White Paper, the new syllabus for Elementary Education will start in the First Year in the First Standard and the change will be introduced in each higher standards in each successive year. The new syllabus for Secondary Education will be introduced in the second year of the transition, when the Fourth Form in High Schools will be replaced by the *new* Eighth Standard. Pupils who pass the Third Form in High Schools or the present Eighth Standard in Higher Elementary Schools will start the new Eighth Standard in High Schools. During the third and fourth year of the transition, the Fifth Form will be replaced by the new Ninth Standard and the VI Form will be replaced by the Tenth Standard. In the fifth year of the transition the new 11th Standard will be opened. The first batch of pupils will complete the Higher Secondary course at the end of 1961–62. This is the shortest period required for carrying out the transition. The advantage of this programme is that students will have adequate time to master the new syllabus; there will be no risk of break-down of the programme. But this advantage has to be purchased at a price. The price is that a number of batches will have to be in school for four years doing the new syllabus after spending eight years in the old syllabus. The transitional batches will thus have 12 years in the school. According to the present proposal of the Director of Public Instruction, this will be avoided. But this advantage will be offset by two disadvantages. Even if the new syllabus is introduced in the very first year of the transition in the Fifth Standard, the first batch of pupils will complete the new Higher Secondary Course only at the end of 1963–64, i.e., two years later than under the White Paper programme. The second disadvantage is that it presented greater difficulty to the students to master the syllabus. The point for consideration was where the balance of advantage lay. For his own part, he would be inclined to accept the Director of Public Instruction's proposal if the experts agree that the students will not have too much difficulty and there was no risk of breakdown. But if this was not certain, he would prefer the original proposal with a slight modification already indicated in a note circulated to members.

5. Dr. Lakshmanaswami Mudaliar stated that he did not agree that the duration of the school course should be limited to 11 years; that the comparison with other States was not correct inasmuch as those States had ten years of schooling while all South Indian States had 11 years of schooling. The States which had ten years of schooling were now proposing to have 11 years of schooling and all South Indian States with the exception of Madras were changing over to the 12-year pattern of school course as mentioned by the Minister of Education also. He would prefer to have a 12-years' schooling, five years at the primary stage, three years at the middle school stage and four years at the higher secondary stage. As a temporary and transitional provision, however, he was prepared to accept the suggestion that the eight years preliminary to the four-year higher secondary course may be covered in seven years provided that the change was commenced not later than the beginning of the third year of the elementary education course and was worked gradually till the seventh year. He also stated that, at the end of the seventh year, if it was found that the experiment was not a success and that the children were not quite prepared, they may have to reconsider the possibility of having further one year.

While therefore still feeling that the 12-year course of school study was the proper one for this State also and that it would be better to fall in line with the other States, he was prepared to try the experiment suggested of upgrading from the first standard but in any case not later than the beginning of the third standard.

The duration of the new diversified courses should be four years in the same way as the new academic course. The first of these four years (the Eighth Standard) could be common for all the diversified courses, with general subjects as a sort of general preparation before a decision is taken as to which of the diversified courses a particular boy might take.

6. As regards the transition, Dr. A. Lakshmanaswamy Mudaliar said he was not at all optimistic about carrying out the upgrading in the manner outlined by the Director of Public Instruction. He enquired why it should be regarded as a hardship if pupils of the

transitional batches had to do 12 years in school. After all, they had to do 11 years in school and one year in the Pre-University Course in the Colleges now. These pupils will be doing 12 years in school in order to get to the same position. Where was the hardship?

Secretary, Health, Education and Local Administration Department agreed that there was no hardship so far as the pupils who proceeded to degree courses in Colleges were concerned. But three out of four pupils who complete the S.S.L.C. Course discontinue their studies. At present they are free to get a certificate at the end of 11 years. The transitional batches will be compelled to remain 12 years in school in order to get to the same position. For his own part, he was prepared to agree that every transition was bound to involve some exceptional features; and this particular one will do no harm, but would in fact give the students better education than otherwise. But it cannot be denied that it does involve an exceptional feature so far as the transition batches are concerned. It has been raised as an objection; and it would be wise to examine whether it can be met. The Secretary referred to a note already circulated to members, where a slight modification has been suggested so as to limit the number of transitional batches.

7. At this stage, there was some discussion about the possibility of providing a formal option to students of the transitional batches to leave off at the end of their 11th year, that is, one year before the actual completion of the new course. Sri P. Ramamurthi said that such a provision was very unlikely to be availed of by many students; but its existence would meet the objection. The suggestion, however, was dropped, as it was noted that there were complications in respect of syllabus construction as well as holding separate examinations.

8. The Chairman observed that he had a very different objection to the transition proposed by the Director of Public Instruction. He pointed out that, under that programme, the next few years of the Second Five-Year Plan would pass without anything, in particular, being done by way of changes in the Form IV to Form VI of High Schools. This meant, in his opinion, that Madras would almost certainly not qualify for any Central grants for Secondary Education. After a brief discussion the Committee agreed that this was an important consideration and must be met.

9. In the course of further discussion of the pros and cons of the possible alternative programmes of transition, *the conclusion was reached that no satisfactory solution was possible on the basis of simultaneous upgrading of all High Schools.* It was inevitable that there should be a Phased Programme of upgrading High Schools into Higher Secondary Schools. The Committee agreed that this was the only way-out.

10. Summing up the results of the discussion, the Chairman outlined his proposals for phasing. He presented the following conclusions for acceptance by the Committee :—

I. All courses of studies at present provided during the first eight years of schools should be unified, compressed into seven years and reorganized as an integrated seven-year course of Elementary Education, and provided in new Standards I to VII. The necessary upgrading should be effected progressively from year to year, from the First Standard upwards. The Academic and Diversified Courses of studies now provided in Forms IV to VI of High Schools (in the present S.S.L.C. Scheme) should be revised and upgraded and reorganized (in the manner outlined earlier by Dr. A. L. Mudaliar) as four-year courses (both Academic and Diversified) and provided in new Standards VIII to XI. The new syllabuses should be got ready before the end of the current year 1956-57.

II. The change-over from the present syllabuses to the new syllabuses in Elementary Education should be commenced in 1957-58 and completed in 1961-62. The change should be introduced, at two levels, in all primary schools simultaneously; and then extended upwards by one standard in each successive year. The integrated seven-year course should be in operation in all the new Standards I to VII by 1961-62 in all schools of the State.

III. The change-over from the present syllabuses to the new syllabuses in Secondary Education should be carried out during a more extended period, according to a phased programme framed as below :—

(a) The new syllabus should be introduced in the year 1958-59 in 25 per cent of all the High Schools in the State. In that year the Fourth Form should be abolished and replaced by the new Eighth Standard in these schools. By 1959-60 the Fifth Form should be abolished and replaced by the new Ninth Standard. During 1960-61 the Sixth Form should be abolished and replaced by the new Tenth Standard. During 1961-62 the new XI Standard should be introduced. At the end of that year the first batch of pupils will be turned out of these upgraded schools after completing the new Higher Secondary (Academic or Diversified) Courses of four years.



(b) During 1959-60 another batch of high schools (comprising about 10 per cent of all schools) should be similarly upgraded. The change-over for the second batch of High Schools should be completed at the end of 1962-63.

(c) Not less than 50 per cent of all High Schools of the State should commence their upgrading during the Second Five-year Plan period.

(d) By the end of the Third Five-Year Plan period (1965-66) 50 per cent of the schools should have already completed the change-over and all the remaining schools should have already commenced the change-over.

IV The Pre-University Course, already introduced in Colleges during the current year (1956-57) should continue to be available in Colleges up to 1965-66 and it should be abolished thereafter.

11. The Committee accepted the foregoing conclusions. It was noted that, under the transition scheme (as thus finally agreed on) Higher Elementary Schools will continue to have Standards I to VIII until 1961-62. Whether (and if so, in what respects) there should be differences between High Schools and Higher Elementary Schools in respect of new Standard VIII may be left over for decision in the light of experience, towards the end of the Second Five-Year Plan period.

12. Sri Purushotham, then enquired whether the Education Ministers at Delhi discussed the question of teachers pay. The Chairman replied in the negative. A general discussion followed. All members emphasised the importance of the question. The following conclusions were reached :—

(i) A decision should be taken by Government at an early date and announced.

(ii) The provision made in the White Paper regarding the aggregate amount which should be made available in the form of increased pay was suitable. Revision of pay should be effected in such a manner that this amount will be fully utilized within the Second Five-Year Plan period

(iii) As regards the rates of enhancement of pay, there were three possibilities—

(a) *Staggered increases* from Rs. 2 per mensem in the first year to Rs. 10 per mensem in the last year.

(b) *A flat rate of increase* (say Rs. 5 per mensem) right from the beginning.

(c) *Annual lump sum payments*.—It was noted that item (a) had been generally welcomed by Teachers' Associations and reported to the Government of India. The final decision, it was agreed, might be left to the Government, after taking into account the terms and conditions which the Government of India might specify in respect of Central grants for increase of teachers' pay.

13. Dr. A. Lakshmanaswami Mudaliar then raised the question of scales of pay for teachers with M.A. and B.A., L.T. qualifications. The Chairman suggested that Dr. A. L. Mudaliar, Secretary, Health, Education and Local Administration Department and the Director of Public Instruction might discuss the subject and formulate agreed conclusions for Government's consideration.

14. Sri V. K. Ramaswamy Mudaliyar raised the question of disparities in pay between teachers with the same qualifications and doing the same work under the Government, local bodies and private managements. The subject was briefly discussed and the following conclusions were reached :—

(i) There was justification for differences of pay in so far as they are relatable to differences as regards liability to transfer over long distances. Generally speaking difference in favour of teachers in Government schools was justified on this account.

(ii) Subject to the foregoing, the maximum possible uniformity in scales of pay was desirable.

(iii) As local bodies will be primarily responsible for further development of school education especially in rural areas, any rules regarding authorized scales of pay or pay fixation in these scales which are found to create practical difficulties occurring in teachers' services for local bodies should be revised at an early date so as to remove the difficulties.

15. Secretary, Health, Education and Local Administration Department, was requested to draft the Committee's report before the end of October 1956. The draft will be considered by the Committee at a meeting to be held in the middle of November 1956.

16. The meeting then concluded.

10th December 1956.

The Committee of the Legislature on White Paper on Education met at the Committee Room, Fort St. George, at 12-30 p.m. on 10th December 1956. The following members were present :—

- 1 Sri C. Subramaniam (*Chairman*).
- 2 Dr. A. Lakshmanaswami Mudaliar.
- 3 Sri T. M. Narayanaswami Pillai.
- 4 Sri T. Purushotham.
- 5 Srimathi Manjubashini.
- 6 Sri S. Swayamprakasam.
- 7 Sri V. K. Ramaswami Mudaliar.
- 8 Sri N. Ramakrishna Ayyar.

The Secretary to Government, Health, Education and Local Administration Department, was also present.

2. At the suggestion of Dr. A. Lakshmanaswami Mudaliar and Sri T. Purushotham, the Committee agreed to place on record its appreciation of the factual presentation of the subject contained in the draft report prepared by the Secretary, Health, Education and Local Administration Department.

The Committee then proceeded to consider the draft report.

#### PART I.

3. *Section I—Introduction.*—Approved.

4. *Section II.*—The Chairman observed that it was understood that the Vice-Chancellor of the Madras University would, on purely educational grounds, regard 12 years as the best solution. They were embarking, quite deliberately, on the more difficult task of securing the same objective in eleven years. In the light of the results achieved, it will of course be open to them to review the position later on, if need be.

5. In reply to a query from Sri Ramakrishna Ayyar the Vice-Chancellor observed that it was a matter for the University to decide, in the light of the settlement of diversified courses which will be settled under this report, how the linkage with college courses should be effected. It has been agreed that, for ten years, the pre-University course will continue to be available.

6. Sri V. K. Ramaswami Mudaliar enquired as to what was meant by “two levels” occurring in paragraph XI (ii).

The Chairman replied that this was the point which was discussed at length at the last meeting. If the introduction of the integrated 7 years course was started in the first standard in the first year, second standard in second year and so on, it would take seven years to complete the change. But the change should be completed so as to synchronise with the completion of the change in Secondary Education also. So, the new syllabus should also be introduced in either the third or the fourth standard, along with the first standard. Hence, the reference to “two levels”.

7. *Section III.*—The amendment suggested by Sri V. R. Ranganathan, M.L.C., in line 6 of paragraph VIII on page 6 of the report, viz., the *substitution* of the expression “20 children (boys and girls)” for the expression “10 boys and 10 girls” was approved.

The Committee also agreed to carry out this amendment in the report wherever necessary.

8. The Committee also accepted another amendment of Sri V. R. Ranganathan, viz., the *addition* of the word “enrolled” after the word “pupils” and before the word “exceeds” occurring in line 6 of paragraph X. It was also agreed to add the word “enrolled” after the word “pupils” occurring in line 8 of paragraph X.

9. *Section IV.*—Approved.

#### PART II.

10. *Section I.*—The Committee agreed to a suggestion made by Sri V. R. Ranganathan to substitute the words “claimed for” for the word “of” occurring in the first line of the last sub-paragraph of paragraph 17 on page 13.

11. *Section II.*—Dr. A. L. Mudaliar stated that there was some confusion with regard to the interpretation of the Secondary Education Commission's Report at Delhi. They did not appreciate the vital importance of planning the new courses as 4 year-courses nor did they appreciate the difference between the “vocational bias” and

“ Vocational competence ”. The authorities at Delhi were reviewing the whole matter. This report will help in the process.

12. *Section III.*—Approved.

13. *Section IV.*—Sri T. M. Narayanaswami Pillai referred to paragraph 42 (i) (a) and stated that the Secretary had interpreted the findings of the Secondary Education Commission in a legalistic manner. He thought that though 12 year course might not be suitable for the present in this State, the possibility of its introduction at a later stage should not be ruled out. They should leave the door open and they should not give an impression in this report that they were unalterably committed to a 11 year course. The Chairman observed that it was proper to cite the fact that the commission visualized a 7 plus 4 pattern as feasible in so many other States (where they have only 10 year schooling at present) as strong ground for holding that an attempt on our part to set up that pattern in this State would prove successful. As regards leaving the door open to a twelve-year course eventually, if financially feasible, the Secretary drew the attention of Sri T. M. Narayanaswami Pillai to the last two sentences of paragraph 47 (iii) wherein the possibility of adopting 12 year schooling, if need be, was not ruled out.

The Committee also agreed to insert the words “ this report ” for the words “ the White Paper ” occurring in the last line of paragraph 47 (iii) on page 22.

14. The Vice-Chancellor of the Madras University then read out extracts of certain unanimous recommendations made at the conference of Vice-Chancellors of South Indian Universities held at Waltair regarding multi-purpose schools, qualifications for teachers handling the higher-secondary forms, etc.

He also pointed out that whereas the Madras University had as many as 17 teacher training institutions, Calcutta University had only one, Bihar had two and U.P. had two such institutions only. The Vice-Chancellor observed that in such matters they should not imitate the North or the Government of India, but should evolve their own policy.

15. At the suggestion of Dr. A. L. Mudaliar, the Committee agreed to the deletion of the words within brackets, viz., ‘ (and this is a condition of payment of Central Grants) ’ occurring in the last sentence of paragraph 44 on page 22 and also to the deletion of the words within brackets, viz., ‘ (and that is a condition attached to Central Grants during the Second Five-Year Plan period) ’ occurring in lines 7 and 8 of paragraph 57 on page 24.

16. *Section V.*—The Committee took up for consideration the amendment suggested by Sri V. R. Ranganathan to paragraph 58.

Sri T. M. Narayanaswami Pillai stated that some of the teachers had told him that the “ Teaching Practice ” course was not working well.

The Secretary observed that this is mentioned in the draft report at an earlier stage (vide the last sentence of paragraph 14, page 30) but the Committee has not reached any conclusion on the point. Further, from certain observations made by Sri Aryanayakam, the Chairman of the Basic Education Committee, it seemed possible that there might be difference of opinion on this question. The Secretary suggested that one of the expert committees which would draft diversified courses might usefully examine the question; and, if it came to the conclusion that the “ teaching practice ” course was unlikely to work properly even after re-organization, that particular course might be dropped.

17. *Section VI.*—The Committee then took up for consideration the amendment of Sri V. R. Ranganathan to paragraph 62.

Dr. A. L. Mudaliar thought that fifth year was not too early for introducing the pupils to English. The Chairman pointed out that the intention was to introduce the pupils to those English words which were used very commonly (e.g., school, road, court, etc.)

The Committee after some discussion agreed to retain this paragraph as it was.

18. The Committee took up for consideration the amendment given notice of by Sri V. R. Ranganathan to paragraph 63 (i) and after some discussion decided that it was not necessary to state specifically “ Mother tongue or the Regional Language ”.

19. *Section VII.*—The Committee agreed to the substitution of the word “ be ” for the word “ remain ” occurring in paragraph 65 (i), and wherever necessary.

20. The Committee also agreed to add the words “ or lowering the level of attainment ” after the word “ content ” occurring in the last line of the second sub-paragraph of paragraph 66.

21. *Section VIII.*—Approved.

## PART III.

22. Dr. A. L. Mudaliar mentioned the need for making clear what type of schools were visualized in the future set up. He also wanted to know whether there would be a ban on the starting of new higher elementary schools. He added that this problem had a special significance in the case of rural areas.

The Chairman stated that their recommendation should be that when lower classes were attached to the Secondary Schools they should be either of seven classes or at least three. Regarding higher elementary schools, a reservation had been put in and that could be taken up in 1959-60. It was better to leave the matter at that for the present. This was agreed to by the Committee.

At this stage the Committee rose for lunch.

## (After lunch.)

23. Sri P. B. K. Raja Chidambaram was also present.

The Committee resumed consideration of Part III of the Draft Report.

24. *Paragraph 31.*—Sri T. Purushotham recalled a suggestion made by Sri Ranganatha Mudaliar at one of the previous meetings of the Committee that the age of compulsion for both boys and girls should be the same and suggested that it be accepted. The Secretary pointed out that the desired result could be brought about by statutory rules and did not need an amendment of the Act. The Committee decided that a recommendation to this effect should be made in the Report.

25. *Paragraph 36.*—Sri P. B. K. Raja Chidambaram pleaded for different pay scales for public-managed school teachers and those employed in private schools. He pointed out that those employed in private schools, enjoyed more benefits than their counterparts in public-managed schools and that, therefore, the latter were entitled to better scales of pay.

The Chairman said that the recommendation in the Draft Report was all right, in that it had mentioned the need for better emoluments for teachers liable to transfer than those for the rest.

Sri Raja Chidambaram said that what might be called a 'rural allowance' should be provided for in order to attract the best teachers to work in rural areas. He pointed out that housing was a problem for the rural teachers and that, consequently no well-qualified men took to this line in rural areas.

The Chairman agreed that 'housing' presented a problem and pointed out that the Government had undertaken an experimental scheme in Ramanathapuram for providing houses for rural teachers. It was finally decided that the Draft Report should draw the attention of the Government to the specific recommendation made in the report of the Committee on Elementary Education that all rural teachers should be provided with residence near about the schools in which they were employed and recommended that the problem should be attended to and solved expeditiously.

26. *Paragraph 40.*—Sri Raja Chidambaram referred to sub-paragraph II and said that under no circumstances elementary education should be starved of funds. The Secretary pointed out that this relates to the contingency of 5 rupees *per capita* not being provided by the Legislature. It cannot be said, in such a case that the provision for 6 years (VI to XI) should be cut down below Rs. 2; while the provision for 5 years (I to V) should continue to be Rs. 3. The real point is satisfactory education is impossible unless Rs. 5 *per capita* was provided for all the 11 years (I to XI).

27. *Paragraph 44.*—Sri Raja Chidambaram said that it was necessary to make specific recommendations in respect of 'Inspection' and 'Text-books' in the Report itself.

After a brief discussion, the Committee decided to make the following recommendation under paragraph 44 :—

'The Government should appoint an authority independent of the Government to advise on what books should be chosen as text-books and that such text-books, as are chosen by that authority, should be printed by the Government themselves and supplied to schools, after purchasing the copyright outright or by payment of a royalty.'

The Committee was of the view that this recommendation might be confined to elementary schools to start with.

28. Sri Raja Chidambaram invited the attention of the Committee to Section II—paragraph XI (iii) and said that no mention had been made about the transition programme in respect of I and II Forms. He wanted to know what would happen to these.

The Secretary pointed out that when the integrated course of 7 years was brought into force fully, the present Forms I and II will disappear. He agreed that applicability of this paragraph to secondary schools may be made explicit.

29. To a query from Sri Raja Chidambaram as to what would happen to a boy who passed the VIII Standard of the Higher Elementary School in 1961, the Chairman pointed out that he could join either the existing IV Form or the new VIII Standard. In a transition which was phased and in any phased programme, difficulties were bound to arise.

30. The Committee then decided that a Committee consisting of the Vice-Chancellor of the Madras and Annamalai Universities, the Director of Public Instruction, Secretary to Government in the Health, Education and Local Administration Department and the Secretary of the Regional Committee of the All-India Council of Technical Education should be constituted in order to constitute Expert Committees for revising syllabuses and taking other action regarding implementation of the recommendations contained in this report.

31. Dr. A. Lakshmanaswami Mudaliar said that at a conference of Vice-Chancellors held recently at Waltair, it was decided that the teachers in existing schools should be given special facilities for qualifying themselves in special short-term courses both in Science and in Humanities, so that they might be enabled to take up higher classes, and enquired whether the Government would agree to this being done.

The Chairman asked the Member to write to the Government in detail in this behalf and requested him to proceed to implement the scheme on the assumption that the Government would accept it.

32. After a vote of thanks proposed by the Committee to the Chairman, the Committee adjourned.