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Quinquennial Review on the Progress of Education in West Bengal for the period 1947-48 to 1951-52

CHAPTER I

INTRODUCTORY

(i) A general survey of the main trends and developments during the quinquennium.

(a) **Impact of political and economic changes in the country on education:** The period 1947-52 marks the beginning of a new epoch in the political history of India. It begins from the first day of April 1947, and within a few months British rule in India came to an end and our country achieved political independence after a long and protracted struggle in which many a martyr had laid down his or her life and great sacrifices had been made. This consummation which had been devoutly wished for nearly a century brought in its wake many a trial for the people of the country, particularly of Bengal which is the birthplace of Indian nationalism and whose fighters for the country's freedom had patiently—in many cases even cheerfully—undergone the greatest suffering.

A terrible price which had to be paid, however reluctantly, was the partition of Bengal. Bengal had some experience of partition for administrative reasons during the viceroyalty of Lord Curzon. That partition, however, was annulled, and what had been called with boastful arrogance "a settled fact" was unsettled. But the new partition was political and was decided upon in order to satisfy the demand of a very large section of the Moslem community in the country to have a separate State at the time the British rulers quit the shores of India.

Thus with partition which came along with independence East Bengal and Sylhet which, though a part of Assam, had the closest affinity with Bengal, formed the eastern part of the predominantly Moslem State of Pakistan. This great political change caused a feeling of insecurity in the minds of the Hindus in East Bengal and Sylhet, and they began to migrate as refugees to the Indian Union leaving their hearths and homes with which they were bound by the strongest ties of sentiment.

In its practical aspects the problem of these refugees was more economic than political, and it put a very severe strain on West Bengal. Coming as it did very soon after World War II it very much worsened the economic condition of the people of West Bengal who had already been hard hit by the war. The Government of India naturally came to the assistance of the Government of West Bengal, but it was not easy to overcome the limitations put by geography and economics upon the people and the Government of West Bengal. The programme for the rehabilitation of these refugees included the problem of finding opportunities for the education of their children and also that of finding suitable employment for displaced teachers coming from Eastern Pakistan.

"Great as were the changes that had taken place in the political and economic conditions of Indian society in the years that preceded the transfer of power on August 15, 1947, considerable as was the progress in education during that period, they are less great than the changes that have been

crowded into these few months of freedom. The academic problem has assumed new shape. We have now a wider conception of the duties and responsibilities of universities. They have to provide leadership in politics and administration, the professions, industry and commerce. They have to meet the increasing demand for every type of higher education, literary and scientific, technical and professional. They must enable the country to attain, in as short a time as possible, freedom from want, disease and ignorance by the application and development of scientific and technical knowledge. India is rich in natural resources and her people have intelligence and energy and are throbbing with renewed life and vigour. It is for the universities to create knowledge and train minds who would bring together the two, material resources and human energies. If our living standards are to be raised, a radical change of spirit is essential."

These words, taken from the report of the University Education Commission appointed by the Government of India in 1948, though meant for universities, are also applicable with slight variation to all educational authorities in the country. Independence brought with it not only great opportunities but tremendous responsibilities. Difficult as was the task of reorganizing the educational system in West Bengal it was made much more difficult by some of the changes consequential to the achievement of Independence. In some spheres of educational activity the difficulties were so great that the educational structure in the State was in danger of breaking down under their pressure. Partition, no doubt, created many difficulties for the educational authorities by adding to their responsibilities and at the same time bringing down their revenues. But it removed one difficulty which had long stood in the way of educational progress in undivided Bengal, namely, the difficulty which could be directly attributed to the communal situation in the province. The communal problem which had assumed serious proportions in the field of education as in other fields became practically non-existent after partition. There is now hardly any educational institution in the State reserved for members of a particular religious community.

(b) **Reorganization of education:** The removal of this canker of communalism made the task of reorganizing education in the State less difficult than it otherwise would have been. The time had indeed arrived when a national system of education covering all stages and embracing all aspects was a paramount necessity in the country. The Central Advisory Board of Education had for several years devoted its attention to surveying the main fields of educational activity with a view to ascertaining what would be the minimum provision required for meeting the post-war needs of the country. Its Report published in January 1944 may be regarded as the national plan for educational re-construction in India from the primary to the university stage, including in its purview not only technical, commercial and art education but also adult education, the health of the school child and education of the handicapped. It set forth a plan of educational facilities for all according to their needs, abilities and aptitudes so that every individual might become a useful citizen of the country and contribute to its progress.

The Government of West Bengal took in hand several schemes for the re-organization of education in the State, e.g., making primary education not only free and universal but also compulsory for all children of the age group 6-11, remodelling primary education after the Wardha Scheme of Basic Education with modifications, transferring the control of Secondary Education from the Calcutta University to a Board, setting up a State Council for Technical Education, and reorganizing the Calcutta University

by replacing the University Act of 1904 by a new one drafted on progressive lines. In addition to these, it also launched a scheme for educating the innumerable illiterate adults in the State. Detailed accounts of the progress made under the different schemes will be found in the respective chapters dealing with them.

(c) **Important Committees and Conferences:** During the quinquennium under review the Government of West Bengal set up a number of committees to advise it in different fields of education with the object of securing better organisation, increased efficiency and larger output.

The most important among them was the School Education Committee appointed in 1948 with the Hon'ble Minister for Education as Chairman for the purpose of surveying the facilities for school education, both primary and secondary, in the State, assessing their suitability and adequacy for national development and making recommendations for the improvement of the curricula and better organization and control of general education in schools. The Committee recommended among other things (1) the introduction of Basic Education with certain modifications of the Wardha Scheme, (2) the making of primary (basic) education compulsory for children between 6 and 11 years of age, (3) introduction of a diversified syllabus for secondary education, (4) establishment of Technical High Schools which would be different from Academic High Schools and (5) the creation of a Board of Secondary Education for the State.

In 1948 Government appointed a Committee with Shri Atul Chandra Gupta as Chairman for advising it about the lines on which Adult Education should be organized and promoted. The Committee recommended that the main lines should be to make illiterate adults literate and then to keep them literate. It also recommended the creation of a special inspecting staff for Adult Education.

The Advisory Committee for Technical Education appointed in 1949 recommended the transfer of the control of technical schools from the Department of Industries to the Department of Education and formation of two boards for junior and senior technical schools. This Advisory Board later on became the State Council for Technical Education.

In 1948 the Government of India appointed a Commission on University Education with Dr. S. Radhakrishnan as Chairman and a number of eminent scholars and scientists of India, U.S.A. and U.K. as members to go into the whole question of university education in India and make recommendations for its improvement. Some of the general recommendations of this Commission which are of a far-reaching character and its particular recommendations about the Calcutta University will be found discussed in the appropriate chapter.

Then in 1949 the Chancellor of the Calcutta University appointed a Committee with the late Sir B. L. Mitter as Chairman to investigate and report on alleged malpractices in some departments of the University. Before the Committee's work could be completed Sir B. L. Mitter died and Shri S. M. Bose who was a member of the Committee was appointed Chairman in his place. The Committee submitted its report long ago, but practically no action has been taken by the University on its recommendations. The matter once came up before the Senate of the University when three committees were formed to consider the different parts of the Report dealing with the three departments concerned. Nothing more has been heard about it since then.

In January 1952 the Indian Science Congress Association held its thirty-ninth annual session at the Presidency College, Calcutta. The session which was inaugurated by Shri Jawaharlal Nehru, Prime Minister of India, was presided over by Dr. J. N. Mukherjee, ex-Khaira Professor of Chemistry, Calcutta University. The Principal, Presidency College, was one of the local secretaries and two professors of the college were among the sectional presidents.

(d) **Medium of instruction:** Instruction was imparted to pupils in the primary and secondary stages through the medium of their mother tongue which in most cases was Bengali. In schools where there were students speaking different languages separate arrangements were made for students speaking a particular language if the number of such students was large enough to justify separate arrangements for them. In the university or collegiate stage English continued to be the medium of instruction as well as examination. In some examinations, however, the Calcutta University allowed the candidates the option to answer questions in their mother tongue in subjects other than English where no specific directions to the contrary were given. Immediately after the achievement of independence it was strongly urged in some quarters that English should be forthwith replaced by the mother tongue at all stages of education. This opinion had more sentiment than logic to recommend it. Our ultimate aim should, of course, be to impart instruction in our own language, but in view of the practical difficulties which exist now it would be unwise to give up English altogether and thus lower the standard of instruction. Besides, a good knowledge of English is very helpful in maintaining contact with the outside world and also in keeping abreast of the main currents of literary, scientific and philosophical thought. We have an advantage derived from our long acquaintance with the English language which we should not lightly throw away. The maintenance of more or less uniform standards in different Indian Universities is to a large extent facilitated by the use of English as the medium of instruction. After the first flush of exuberant enthusiasm opinion was definitely turning in favour of retaining English for some time more as the medium of instruction.

(e) **Legislation on education:** Never before in the history of Bengal was so much important legislation vitally affecting education in practically all its aspects put through within a period of five years. In 1950, important amendments were made to the Bengal (Rural) Primary Education Act, 1930, as the first step towards the goal of compulsory primary education in West Bengal. According to the first amendment which was passed in 1950 once a pupil in the rural areas is admitted to Class I of a Primary or Junior Basic School, he must continue till the course is completed. The other amendment relates to the imposition and collection of the educational cess which is earmarked for primary education in the State. It also provides for the introduction of compulsion "in any area lying within the jurisdiction of a Union Board, Union Committee or Panchayet".

Still more significant was the enactment of the West Bengal Secondary Education Act, 1950, by which the Board of Secondary Education, West Bengal, was created and all high schools came under it.

In the field of higher education, the passing of the new Calcutta University Act, 1951, was an event of great importance. This Act provides for the University a predominantly elected Senate, a whole-time paid Vice-Chancellor, and a new body of constituent colleges which are destined to play a very prominent role in University Education in the State.

(f) **Survey of the general progress in the various fields of education and the difficulties encountered:** A ten-year scheme for the introduction of compulsory primary education in the rural areas made considerable progress during the period under review. Compulsion was introduced in 94 Unions and 3,664 villages. New schools were established to provide facilities for education where such facilities were non-existent. Isolated areas presented some difficulty as it was not feasible to introduce compulsion in areas which were not well-served with schools. Another difficulty related to attendance. Parents and guardians often required the assistance of boys of school-going age in their work and this was made an excuse for non-attendance at school. There were indeed attendance committees and provisions for penalty, but these local committees were seldom inclined to take strict measures against the delinquents.

Basic Education, with suitable modifications of the Wardha Scheme, has been introduced. Under this system a child is educated by the play-method and through creative activity, and as he grows up his education is centred round a basic craft which will later on help him to earn a living. This new education in which the practical aspect is emphasised has been introduced in the junior stage, and 106 Junior Basic Schools have been started. For the purpose of training teachers for these schools two Basic Training Colleges (subsequently amalgamated into one) and eleven Basic Training Schools were started during the period under review. It is intended that Basic Education will take the place of primary education of the traditional type and also extend up to class VIII of secondary schools. In addition to the new Junior Basic Schools a number of old primary schools were reconditioned and remodelled and thus converted to Basic Schools. An experiment was going on at Raipur in the district of Birbhum for starting a Senior Basic School with agriculture as the basic craft. But Basic Education did not seem to have aroused sufficient public enthusiasm in the State. The radical change involved in the very basis of education has not yet been whole-heartedly accepted by the general body of the people. And this accounts for the rather slow progress of Basic Education in West Bengal.

In the secondary stage the Board of Secondary Education which came into existence in 1951 is now the sole authority for the control and development of secondary education in the State. During the short period of its existence it was mostly occupied with organisational work and settling the preliminaries and had little time to devote to the very important question of development. The name of the examination conducted by the Board has been changed from Matriculation to School Final in order to emphasise that Secondary Education should be complete in itself and should not be regarded only as preparatory to the University course. The School Final Examination was held for the first time in 1952.

An adequate personnel of properly trained teachers is essential for the successful implementation of any educational scheme. The number of trained teachers in the State, though steadily increasing, was not quite adequate for meeting the requirements of the State. In addition to the provision made by the Calcutta University and some private colleges for training teachers of Secondary Schools provision was made by Government at the David Hare Training College for giving a larger number of teachers improved facilities for training in up-to-date methods of teaching. A Psychological Bureau has been established in this college for testing the aptitudes of pupils and for devising satisfactory methods of testing their attainments.

One of the main difficulties in secondary education which was the weakest spot in the entire educational system, was overcrowding in many schools which made good teaching impossible. The scales of pay offered to school teachers, though much improved than before, were still unattractive, and difficulty was experienced in recruiting the right type of men and women for teaching in schools. The high cost of living added to the difficulties of teachers and they were forced by circumstances to accept private tuition to supplement their income from salaries. In many cases they had very little energy left for doing their work at school with the required efficiency.

Government agency for the inspection of schools was reorganised. The posts of Divisional Inspectors were abolished, and the new posts of Chief Inspector, Secondary Education and Chief Inspector, Primary Education, were created. The responsibilities of District Inspectors of Schools very much increased during the period under review. In addition to other duties they now inspect high schools and are the principal educational officers in the district.

In the field of University education the enactment of new legislation for the Calcutta University was an event of great significance. The University Commission presided over by Dr. Radhakrishnan while commenting on the stagnation which in their opinion had set in in the University's activities said that this was largely due to the organisation of the University which had become out-of-date. Hence the new Act by itself may be regarded as a step forward in the direction of progress, and it is hoped that this piece of legislation will stimulate the activities of the University. Meanwhile a new Faculty of Technology was opened in the Calcutta University. The establishment of the Jute Research Institute under the jurisdiction of the University and the opening of the new post-graduate departments of Nuclear Physics, and of Radio-Physics and Electronics indicate the progress in higher scientific and technological studies.

The incorporation of Visva-Bharati at Santiniketan as a University under the jurisdiction of the Central Government was another outstanding event. This unique institution founded by Rabindra Nath Tagore acquired a worldwide reputation for its endeavour to bring about a synthesis of the cultures of the East and the West, and it is to be hoped that it will not lose its distinctive features under official patronage.

Most of the colleges affiliated to the Calcutta University passed through a very difficult situation during the quinquennium. The high prices prevailing during the period made it very difficult for them to make proper arrangements for their students in matters of study and residence. On the one hand there was an increasing demand for admission and on the other there were want of accommodation and poor facilities. While Government Colleges were more or less able to maintain the standard of teaching and equipment and in some cases even extended the facilities they offered for honours study, it was extremely difficult for the aided and unaided colleges. A number of new colleges were started while some old colleges started morning or evening shifts, opened new sections or otherwise increased the number of seats in order to accommodate the increasing number of students seeking admission. There was terrible overcrowding in some colleges, particularly in Calcutta.

In the sphere of technical and professional education there was a marked improvement in the organisation as well as in the facilities offered. As a result of the creation of the State Council for Technical Education

and the transfer of the control of technical schools from the Department of Industries to that of Education technical institutions came to be better organised and could offer better facilities than before. Better facilities have been provided in the Goenka College of Commerce and Business Administration than what were possible at the Government Commercial Institute before it was upgraded as the Goenka College.

Medical Schools where the licentiate course of the State Medical Faculty was taught have been either abolished or upgraded and the State now has two new medical colleges preparing students for the M.B. degree of the Calcutta University.

In order to encourage the education of girls Government started three new high schools for them and sponsored two girls' colleges in the mufassil where facilities for the higher education of girls were not quite adequate. The number of girls receiving instruction in different kinds of institutions considerably increased during the quinquennium, and so also did the number of women teachers.

Definite improvement was effected in arrangements for aesthetic education, physical education and in recruitment to the National Cadet Corps.

(g) **Progress of the post-war educational development schemes:** In 1945, the Government of Bengal set up a Committee to advise it on the re-organisation and development of the Bengal Engineering College at Sibpur. The Committee recommended two plans—one immediate and the other final. The former was put into operation in 1945, well before partition and the latter from July, 1948. The objects of the schemes were (1) to turn out a larger number of better qualified engineers, (2) to improve the curricula and methods of study and training, (3) to introduce courses in Architecture and Town and Regional Planning, (4) to provide facilities for post-graduate studies and research, and (5) to effect closer liaison with industry.

The roll-strength of the college which was 300 before the introduction of the development scheme increased to 650 in 1951-52. The new courses of study have been introduced and there has been considerable research activity in all branches of study.

The scheme for the College of Engineering and Technology at Jadavpur aims at developing the Chemical Engineering Department of the College and at raising the status of the institution to that of similar institutions abroad. Under this scheme the college received from Government capital grants amounting to Rs. 1,75,265 and recurring grants amounting to Rs. 2,72,000, and was thus enabled to purchase equipment and appoint additional staff for the Chemical Engineering Department.

Under the Development Scheme the headquarters staff of the Directorate has been strengthened with a view to the implementation of various schemes. In the new set-up, several posts were created. Of these, the pay and allowances of the Chief Inspector, Primary Education, are met out of the provision for the particular development scheme.

In terms of the scheme for providing facilities for physical training in Training Schools and Colleges for Women, a Physical Instructress was appointed in each of the Teachers' Training Schools for women maintained by Government at Calcutta and Krishnagar.

Under the scheme for sponsoring scholars for training abroad a number of scholars in various branches of study were sent abroad, some of whom are still prosecuting their studies there.

In 1946-47, a scheme for increasing the salaries of primary school teachers was initiated with a view to giving them living wages and attracting a better type of teachers. Teachers of Primary Schools in areas where District School Boards have been established now get development grants in addition to their salary.

Under the scheme for the expansion of training facilities for graduate men and women teachers greater and improved facilities were provided at the David Hare Training College, Calcutta, and the Union Christian Training College, Berhampore. In the former institution additional staff has been appointed, the scale of pay of certain posts has been upgraded, the number and rate of stipends and deputation allowances have been increased, a separate section for women students has been created, the number of seats has been increased and additional residential accommodation has been provided for the larger intake, while in the latter 35 stipends of the value of Rs. 20 per month have been created.

Eight Government and three sponsored Basic Training Schools have so far been established under the Development Scheme. The State Government had also sponsored Primary School teachers for training at Binay Bhavan before it was converted to a training college for graduate teachers of Secondary Schools.

The Basic Training Colleges, one for men and the other for women, were also set up under the scheme. The two colleges were amalgamated in 1951. The Colleges trained teachers for Basic Training Schools as well as officers for the inspection of Primary and Junior Basic Schools.

In terms of the scheme for Basic Education, whenever practicable, existing primary schools were reconditioned as Junior Basic Schools, and new Junior Basic Schools were set up. The total number of sponsored Junior Basic Schools sanctioned up to the end of the quinquennium was 148. This number cannot, however, be regarded as satisfactory for a State like West Bengal.

In order to secure better control and supervision of primary schools a scheme was drawn up for providing one Assistant Inspector of Schools for every sub-division and a sufficient number of Sub-Inspectors of Schools. Six posts of Assistant Inspectors of Schools (3 men and 3 women) were sanctioned. Each Assistant Inspector of Schools has a technical assistant and a peon whose pay and allowances are met out of the provision for the scheme.

In terms of the above scheme arrangement has also been made for a six-month course of training in Basic Education for inspecting officers and head teachers of Primary Training Schools.

Government set up three High Schools for Girls at Krishnagar, Jhargram and Jalpaiguri. Capital grants were also sanctioned in favour of two non-Government Schools at Bolpur and Sarisha for the construction of buildings. Grants were also made to meet the deficit incurred for the maintenance of the Girls' High School at Sarisha. An altogether new scheme for promoting social (adult) education was launched. A detailed account of the progress under this scheme will be found in the relevant chapter.

Under the Development Scheme Government Colleges affiliated in science received handsome grants for developing their science departments. The total amount of these grants during the quinquennium was Rs. 4,86,661. A number of non-Government Colleges also received non-recurring grants totalling Rs. 4,28,870 so that they might offer better facilities for teaching science.

With the object of providing women in mufasil town with facilities for higher education the Berhampore Girls' College has been brought under the sponsored scheme and three new sponsored colleges were started at Hooghly, Berhampore and Jalpaiguri. The entire deficit of these institutions is met by Government.

An important scheme of development was, that for the Government Commercial Institute (now Goenka College of Commerce and Business Administration). In terms of this scheme a new building was purchased for the college at a cost of Rs. 7,00,000 and the college has already shifted there; the college has been affiliated to the Calcutta University in B.Com.; the All-India Diploma Course in Commerce has been introduced; several additional posts, teaching as well as ministerial, have been created; and a number of new stipends have been created.

Under the scheme for the further education of ex-service personnel stipends were awarded and book grants given to a large number of such persons in order to assist them in prosecuting higher studies in colleges or technical institutions. The scheme was discontinued with effect from the 1st March, 1951.

In terms of the scheme for technical high schools technical wings were attached to two Government High Schools situated within the industrial belt near Calcutta.

Three Junior Engineering Schools, namely, the Kalikata Shilpa Vidyapith, the K. G. Engineering Institute, Vishnupur, and the M.B.C. Institute of Engineering and Technology, Burdwan, came to be sponsored by Government. These institutions which trained overseers now offer training in licentiate courses in Civil, Mechanical and Electrical Engineering.

(h) **Institutions:** The number of educational institutions of different kinds in West Bengal at the beginning and end of the period under review is given in Table A.

Table A

Institutions.

	1947-48	1951-52
1. University	1	2
2. Research Institutions .. .. .	..	3
3. Board of Secondary Education .. .. .	..	1
4. Colleges (including Professional and Special Colleges)	77	115
5. High Schools	858	1,168
6. Middle Schools	1,045	1,299
7. Primary Schools	13,950	15,051
8. Junior Basic Schools .. .. .	..	113
9. Nursery Schools .. .. .	..	11
10. Schools for Professional and Special Education	(Not shown separately). 1,561	2,320
Total	17,492	20,083
Unrecognised Institutions (Schools)	163	334
Grand Total	17,655	20,417

While institutions of all kinds show an increase in their number the establishment of these new institutions deserve special mention. They are the University of Visva-Bharati at Santiniketan, the Indian Institute of Technology at Kharagpur, and the Board of Secondary Education, West Bengal. The first two are under the jurisdiction of the Government of India.

There were three Research Institutions, viz., the Bose Institute founded by Acharyya Jagādish Chandra Bose, the Indian Association for the Cultivation of Science founded by late Mahendra Lal Sarkar and the Indian Statistical Institute of which the guiding spirit has been Professor P. C. Mahalanabis, formerly of the Presidency College. All these institutions are in Calcutta. They were not shown as separate institutions in the annual return for 1947-48.

Nursery schools of which there were 11 in 1951-52 were also not shown separately in 1947-48.

The number of recognised schools in the State increased from 17,655 to 20,417 during the period.

(i) **Enrolment:** The total enrolment in the different kinds of institutions is given in Table B.

Table B

Scholars

	1947-48.	1951-52.
1. In recognised institutions	1,670,880	2,253,392
2. In unrecognised institutions	11,184	22,235
Total	1,682,064	2,275,627
Number of pupils by sex—		
Males	1,380,101	1,747,133
Females	301,963	528,494
Total	1,682,064	2,275,627

While the number of scholars in recognised institutions increased by a little over one-third, that in unrecognised ones became double of what it was at the beginning of the quinquennium. This fact together with the nearly 100 per cent. increase in the number of institutions of the latter category is only an indication of the difficulty experienced in arranging educational facilities for all intending scholars in recognised institutions. Whatever may be the explanation this increase in the number as well as enrolment of these institutions is not desirable. An encouraging feature of the enrolment in educational institutions during the period under review, was the large increase in the number of girls and women as compared with that of boys and men.

(j) **Expenditure:** The expenditure on education in West Bengal from different sources in 1947-48 and in 1951-52 is given in Table C.

Table C
Expenditure

	1947-48.	1951-52.
	Rs.	Rs.
Government funds	1,97,24,050	5,99,26,452
District Board funds	33,34,410	65,61,109
Municipal Board funds	23,70,211	26,60,478
Fees	2,25,48,676	4,15,85,493
Other sources	79,64,060	1,31,44,906
Total	5,59,41,407	12,38,78,438

It will be noticed that the expenditure in 1951-52 was more than double the amount spent in 1947-48. The increased expenditure was necessitated by the various development schemes, the expansion of facilities provided in many institutions which existed from before and the establishment of new institutions under old schemes. While the contribution of municipalities to the expenditure on education did not show any appreciable increase that of Government, Central and State taken together, increased about three-fold.

In so far as the proportion of Government expenditure is an index of educational activity the movement during the quinquennium under review was definitely progressive, as will appear from the figures given below:—

Expenditure on education compared with total expenditure in West Bengal.

Year.	Total expenditure.	Total expenditure on education.	Percentage of expenditure on education to total expenditure.
	Rs.	Rs.	
1947-48 ..	21,89,11,000	1,09,58,000	5.0
1951-52 ..	37,67,96,000	3,51,02,000	9.3

The percentage of expenditure on education to total expenditure in 1951-52 was nearly double of what it was in 1947-48. This improvement is encouraging particularly in view of the retrograde movement during the previous quinquennium.

(ii) New Educational Schemes

Among the new educational schemes taken in hand by the State Government during the period under review mention may be made of Basic Education Scheme, the 10-Year Scheme for the introduction of compulsion in Primary Education, the new grant-in-aid system for Secondary Schools, the Dispersal Scheme for the collegiate education of displaced students and the Social (Adult) Education Scheme.

The scheme for Basic Education aims at the re-orientation of Primary Education mainly on lines suggested by Mahatma Gandhi in his Wardha Scheme, so as to make it creative and purposeful.

The scheme for the introduction of compulsion in Primary Education, which is linked up with the Basic Education Scheme, aims at compelling a student in the lowest stage of Primary (Basic) Education to continue in school till the full course is completed.

Under the new grant-in-aid system for secondary schools these schools are classified under four categories according to their roll-strength, and Government undertakes to meet the entire deficit of a school on its fulfilling certain conditions with regard to the number, qualification and pay-scale of the teachers employed there.

The scheme for the dispersal of displaced college students from Calcutta to mufassil areas is financed entirely by the Government of India. It aims at relieving congestion in Calcutta colleges. Under this scheme a number of new Intermediate Colleges have been started by upgrading some selected high schools, both Government and private, science classes up to the intermediate standard have been opened in some colleges existing from before, while in some others the number of seats in the I.A., I.Sc. and B.A. classes has been increased.

The Social (Adult) Education Scheme aims at making illiterate adults literate and keeping them so by organising adult education centres, helping libraries with grants and by encouraging folk recreational activities of various kinds.

CHAPTER II

EDUCATIONAL PERSONNEL AND ORGANISATION

(1) Organisation

In undivided Bengal, and then in West Bengal after partition, education was mainly the responsibility of the Department of Education under a Minister appointed by the Governor from amongst the elected members of the Provincial (later, State) Legislature. The Legislature can criticize the educational policy and its administration during the annual Budget Session; it can move resolutions or motions, ask questions to elicit information and focus public attention on various aspects of administration; it can also, by virtue of its powers to reject, amend or pass the budget, mould the educational policy of Government and control the distributions of funds placed at the disposal of the Education Department.

The different aspects of Education which come within the purview of the present survey were, however, not all under the control of the Education Department. Technical Education was controlled partly by the Department of Industries and partly by the Department of Education, Medical Education by the Medical and Public Health Department, and Agricultural and Veterinary Education by the Department of Agriculture, while the Reformatory Schools were under the control of the Home Department.

Besides running many institutions of its own of various types, Government exercises some control and supervision at all stages of education from primary to university. This control is three-fold—administrative, financial and academic. Relations between Government and non-Government educational authorities are defined by the administrative and legislative Acts by which Government transfers control and responsibility to statutory or public bodies within definite limits.

Academic control is concerned with the course of studies; withdrawal and transfer of scholars, qualification of teachers, examinations, text-books, etc. The degree of control varies as one passes from the primary to the university stage. The general instrument of Government control is the system of monetary aid to which certain conditions are attached and this control is exercised through executive as well as Educational officers. District Magistrates and Subdivisional Officers often act as presidents of the committees of management of educational institutions.

Of the other controlling bodies, the most important are the University of Calcutta and the Board of Secondary Education, West Bengal. Till the creation of the latter body in April 1951, the University exercised academic control over Secondary Education in West Bengal by virtue of its power of granting recognition to High Schools that are qualified to prepare and send up candidates for the Matriculation Examination held by the University. This function has since been taken over by the Board of Secondary Education. The University continues to be the sole authority for affiliating colleges and has Post-Graduate Departments in Arts and Science, and maintains a Law College and an Agricultural College. The Governor of West Bengal is the Chancellor of the University, the post of Vice-Chancellor was held in succession during the quinquennium by Dr. Pramatha Nath Banerjee, Shri Charu Chandra Biswas and Shri Sambhunath Banerjee. Shri Apurva Kumar Chanda, formerly of the Indian Educational Service is the president of the Secondary Education Board.

The Calcutta Corporation and the Municipalities are in charge of primary education in the city of Calcutta and in the urban areas, while the District School Boards are in charge of it in the rural areas of the districts except Darjeeling and Cooch Behar where District School Boards have not yet been constituted.

Madrasahs are partly controlled by the Board of Madrasah Education and tols by the Bangiya Sanskrita Siksha Parishad (Bengal Sanskrit Association).

Various missionary bodies, Indian and non-Indian, and some philanthropic organizations are doing valuable educational work, specially for girls and for the backward classes. Railway authorities also help the cause of education by maintaining both general and special schools, which are principally meant for the benefit of their employees' children but to which others are also admitted.

At the beginning of the quinquennium the Hon'ble Khan Bahadur Syed Muazzamuddin Hosain was minister in charge of Education in undivided Bengal. For some time before partition he was associated with the Hon'ble Shri Nikunja Behari Maity of the Shadow Cabinet which was formed to look after the interests of what was to be West Bengal. After partition the Hon'ble Dr. Prafulla Chandra Ghosh, Chief Minister of the Province, himself took over the portfolio of Education and continued to be in charge of it till his ministry resigned. In the new ministry which was formed by the Hon'ble Dr. B. C. Roy Education was assigned to the Hon'ble Rai Harendra Nath Chaudhuri, who assumed charge on the 23rd January, 1948, and was in office for the rest of the quinquennium.

Thus it will be seen that though there was never a period when there was no ministry, there were several changes in its personnel. Frequent changes in the ministry make it difficult to plan and execute far reaching schemes of reform or new developments. But fortunately all the changes took place in the first year of the quinquennium, and the last ministry

which was in office for more than four out of the five years, had to its credit several very important legislative enactments including the West Bengal Secondary Education Act, 1950, and the Calcutta University Act, 1951, besides the Bengal (Rural) Primary Education (West Bengal Amendment) Acts, 1950.

The Minister for Education was assisted by the Secretary who in the past used to be a member of the Indian Civil Service and had to deal with other departments besides Education and was thus only a part-time officer of the Education Department. A change in this practice was effected in March, 1948, when Dr. D. M. Sen was appointed to the post. The present Secretary who is an educationist deals with educational matters only and is not saddled with the work of any other department. He can devote all his time and attention to educational work and consequently is in more direct and intimate touch with the actual working of the Department.

Besides the Secretary there was also for some time an Additional Secretary. This post was held by an ex-Director of Public Instruction of the Province who was reappointed after retirement from the Indian Educational Service. The post of the Additional Secretary was subsequently reduced to that of a Deputy Secretary and a member of the West Bengal Civil Service was appointed to it.

The Department had also an Assistant Secretary and an Additional Assistant Secretary and a Special Officer for the National Cadet Corps. The Assistant Secretary used to be a member of the Provincial Civil Service and the Additional Assistant Secretary an officer promoted from the ministerial staff of the Department. But when the post of the Deputy Secretary was created the Assistant Secretary was promoted to it, and both the other posts were filled by officers promoted from the ministerial staff.

The principal executive officer of the Department of Education is the Director of Public Instruction who is assisted in his work by a headquarters staff. The officers of the teaching and inspecting branches of the different educational services are under him. As a rule he is recruited from the highest educational service of the State but enjoys a special scale of pay. Dr. S. Datta who was the Director of Public Instruction at the beginning of the quinquennium retired on the 19th April 1950 and was succeeded by Dr. P. Roy who assumed office on the 1st May, 1950.

(2) Educational Services

The officers of the Education Department belong to different services with varying scales of pay.

Before the latest revision of pay scales in 1949, there was great disparity in the scales at the upper limit between the Men's Branch and the Women's Branch. It has now been recognised that both men and women should get the same pay for the same work, and the inequality which existed between the two branches of the services has been removed.

The scales of pay of the Educational Services even after revision are not on a par with those of other services under Government. This, coupled with the numerous avenues of highly remunerative employment which have become open to qualified young men and women in independent India, is making it more and more difficult to attract highly qualified young people to the Educational services. It has not always been possible to

get people with the highest academic qualifications as laid down by departmental rules for teaching certain subjects even in Government colleges. This may lead to a lowering of standards which will certainly be a calamity to the cause of education. The Department had the following services:—

(i) **Indian Educational Service:** Recruitment to this service had stopped as early as 1924. The Principal of Presidency College, Calcutta, was the only I.E.S. officer left over at the end of the previous quinquennium, and with his retirement in 1948, the service came to an end.

(ii) **West Bengal Senior Educational Service:** This service includes senior administrative posts in the Directorate and Inspectorate, Principals of colleges, Vice-Principals of some colleges and senior teaching and research posts at some selected colleges. The Men's Branch of the Bengal Senior Educational Service [old scale Rs. 300—50/2—600—600 (E.B.)—650—50/2—700 (E.B.)—1,000; revised scale Rs. 350—30—680—40—1,200 (Efficiency Bar after 10th and 18th stages)] had 36 officers in 1947 but the number increased to as many as 58 by the end of the quinquennium. Three of these posts were held by members of the Bengal General Service on a higher scale of pay with a maximum of Rs. 1,550. The Women's Branch of the Bengal Senior Educational Service [old scale Rs. 300—40/2—500—500 (E.B.)—40/2—700; revised scale same as in the Men's Branch] had 5 posts at the beginning to which 3 more posts were added during the quinquennium.

(iii) **West Bengal General Service:** There is no fixed scale of pay for this service. The posts being mostly of special nature are difficult to fit into the existing cadres. Many of them were created because the right type of recruits would not be available on the terms and conditions offered in the regular scales. These posts are mostly in the Bengal Engineering College at Sibpur and the Victoria Boys' School and Dow Hill Girls' School at Kurseong. The total number of posts in this service increased from 83 to 94 during the quinquennium.

(iv) **West Bengal Educational Service:** The Men's Branch as well as the Women's Branch of this service has two old scales of pay—the second being a revised one—and a new scale which is the same for both men and women. The old scale in the Men's Branch is Rs. 250—50/2—300—40/2—500—50/2—800 (Efficiency Bar at Rs. 460 and Rs. 650), the revised scale is Rs. 150—25—200—50/2—300—40/2—500—50/2—700 (Efficiency Bar at Rs. 380 and Rs. 550) and the new scale is Rs. 250—20—650—25—750 (Efficiency Bar after 10th and 18th stages). In the Women's Branch the old scale is Rs. 200—200—250 (on confirmation)—25/2—500 (Efficiency Bar at Rs. 325) and the revised scale is Rs. 150—30/2—240—20/2—420, while the new scale is the same as in the Men's Branch.

This service which comprises Professors in Colleges, Headmasters in Schools, District Inspectors and District Inspectresses of Schools and a few posts in the Directorate had 116 officers in the Men's Branch and 29 in the Women's Branch at the beginning of the quinquennium. By the end of the quinquennium the numbers had increased to 175 in the Men's Branch and 50 in the Women's Branch.

(v) **Subordinate Educational Service:** This service consists of lecturers and laboratory assistants in the Colleges, teachers in Schools, Assistant Inspectors, Sub-Inspectors, ministerial and miscellaneous officers. There is no uniform scale of pay for these officers. The scale varies from grade to grade and sometimes from post to post, the highest being Rs. 150—400

(old), Rs. 125—350 (revised) and Rs. 200—450 (new) for lecturers in Colleges. In 1947 this service had 1,102 officers in all, and the number increased to as many as 1,879 by the end of the quinquennium.

After partition the new set-up of the Education Department was sanctioned by Government in March 1950, but effect was given to it retrospectively from the 1st January 1950. The merger of Cooch Behar with West Bengal was effected on the 1st January, 1950, but the educational set-up of this new district was sanctioned in 1951. As a result of this merger the educational institutions which were directly managed by the Cooch Behar State became the direct responsibility of the Education Department of West Bengal. This explains to some extent the large increase in the personnel of the different educational services in West Bengal. Other contributing factors of the increase in personnel are the creation and subsequent up grading of the Darjeeling Government College, the creation of the Post-Graduate (Research) Department at the Sanskrit College, reorganisation of the Government Commercial Institute, Government School of Art, David Hare Training College, Bengal Engineering College, creation of a Psychological and Pedagogical Bureau at the David Hare Training College, creation of West Bengal Senior Educational Service posts for Professors of Politics, Statistics, Bengali and Geography at the Presidency College, the Vice-Principal of David Hare Training College, Chief Inspector of Technical Education, Chief Inspector of Physical Education and Youth Welfare Officer, Chief Inspector of Social (Adult) Education, upgrading of the posts of the Headmasters of two Government Schools, establishment of Basic (Primary) Training Colleges at Banipur and Calcutta (subsequently amalgamated) and eight Basic Training Schools, four new High Schools—one for boys at Kalimpong and three for girls at Krishnagar, Jalpaiguri and Jhargram, two new tols for teaching Sanskrit—one at Nabadwip and the other at Contai, and two Intermediate Colleges near Calcutta under the Dispersal Scheme.

The officers of all the Educational Services except the Subordinate Educational Service hold gazetted rank. College lecturers who do the same kind of work as professors and have more or less the same qualifications, stand apart from other officers of the Subordinate Educational Service. The question of giving them the gazetted status has been under the consideration of Government for some time. But no final decision on the matter has yet been arrived at.

Appointments to the Bengal Senior Educational Service, Bengal Educational Service and Bengal General Service are made by Government on the recommendation of the Public Service Commission partly by direct recruitment and partly by promotion. In cases of direct recruitment departmental officers with requisite qualifications are also permitted to apply.

There were frequent changes during the quinquennium under review on account of retirements and transfers. Sometimes posts remained vacant for considerable periods of time on account of technical difficulties or delay in making necessary arrangements for filling them. Officiating arrangements were, no doubt, made in most cases. But such arrangements if allowed to continue indefinitely would be detrimental to efficiency of work, particularly in the higher administrative posts.

(3) Directorate and Inspectorate

The Director of Public Instruction is the executive head of the Department of Education. He is in charge of all educational work of Government

in the State and advises Government in all educational matters. He is assisted by a headquarters staff which in 1952 consisted of the following posts:—

(a) Direction:

- Two Assistant Directors of Public Instruction (West Bengal Senior Educational Service).
- Orphanage Officer and Registrar of Orphans (West Bengal Senior Educational Service).
- Two Assistant Orphanage Officers (one in West Bengal Educational Service, one in Subordinate Educational Service).
- Reader and Secretary, Text Book Committee (West Bengal Educational Service).
- Secretary, Education Bureau (West Bengal Educational Service).
- Personal Assistant to the Director of Public Instruction (West Bengal General Service).

(b) Inspection:

- Chief Inspector, Primary (Basic) Education (West Bengal Senior Educational Service).
- Deputy Chief Inspector, Primary Education (West Bengal Senior Educational Service).
- Deputy Chief Inspector, Basic Education (West Bengal Senior Educational Service).
- Chief Inspector, Secondary Education (West Bengal Senior Educational Service).
- Deputy Chief Inspector, Secondary Education (West Bengal Senior Educational Service).
- Chief Inspector, Technical Education (West Bengal Senior Educational Service).
- Chief Inspector of Physical Education and Youth Welfare Officer. (West Bengal Senior Educational Service).
- Chief Inspector, Social (Adult) Education, (West Bengal Senior Educational Service).
- Three Assistant Adult Education Officers (West Bengal Educational Service).
- Chief Inspector for Women's Education (West Bengal Senior Educational Service).
- Inspector of Anglo-Indian Schools (West Bengal Senior Educational Service).
- Inspector of Physical Education and Youth Welfare (Women) (West Bengal Educational Service).
- Assistant Inspector of Schools on Special Duty (West Bengal Educational Service).
- Special Officer, Dispersal Scheme (West Bengal Educational Service).
- Special Officer for educationally backward communities (Subordinate Educational Service).

Of the above posts, those of the Secretary, Education Bureau, and the three Assistant Adult Education Officers were not filled up. It will be seen that several posts which existed in the previous quinquennium have

been abolished while others have been replaced by new posts with changed designations. Thus the posts of the Assistant Director of Public Instruction for Muhammadan Education, Planning Officer, Assistant Planning Officer, Chief Administrative Officer of Orphanages, Inspector of Orphanages, Development Officers, Assistant Inspectress (Headquarters) and Stores Officer have been abolished, while the designations of the posts of the Physical Director and Physical Directress have been changed. The Chief Inspector, Technical Education, also functions as the Director of the Council of Technical Education and has an Assistant Director to assist him. The Special Officer for the Dispersal Scheme is an officer of the West Bengal Educational Service reappointed after retirement.

In addition to the above, one post of Accounts Officer in the West Bengal General Service has been sanctioned for the Directorate, but has not yet been filled up. There is also a travelling Auditor in the Subordinate Educational Service. The strength of the ministerial staff of the entire Directorate excepting that of the Chief Inspector, Physical Education, is 81.

It is evident that the Headquarters staff of the Directorate has been considerably strengthened. In this connection the remarks made by the Hartog Committee appointed by the Government of Bengal more than twenty years ago make interesting reading: "We are of the opinion", said the Committee, "that the headquarters staffs are lamentably inadequate, and that the preparation of schemes of policy for consideration by the Minister has been seriously hampered by this inadequacy. Neglect to provide a proper staff leads not to economy, but to extravagance."

The most important change in the Inspectorate is its complete re-organisation with effect from 17th January, 1949. As a result of this the Divisional Inspectorates which were functioning as separate units have been abolished and merged with the Directorate. The powers of Divisional Inspectors and Inspectresses have been delegated to District Inspectors and Inspectresses in general and some powers have been transferred to the Directorate to be exercised through the Chief Inspectors. The clerical and other staffs of the Divisional Inspectorates have also been distributed among the districts in proportion to their needs and only 16 posts of clerks have been transferred to the Directorate to deal with the additional work which has devolved upon it as a consequence of this re-organisation. The designation of Subdivisional Inspectors has been changed to Assistant Inspectors.

The following table gives the respective strength of the different categories of the inspecting staff besides the Chief Inspectors, Deputy Chief Inspectors and Inspector of Anglo-Indian Schools who are attached to the Directorate:—

District Inspectors and Additional District Inspectors (West Bengal Educational Service) ...	19
District Inspectresses and Additional District Inspectresses (West Bengal Educational Service) ...	8
Assistant Inspectors of Schools (Subordinate Educational Service) ...	33
Assistant Inspectress of Schools (Subordinate Educational Service) ...	3
Sub-Inspectors of Schools (Subordinate Educational Service) ...	148
Inspector of Tols (West Bengal General Service) ..	1

As a result of the re-organisation it is now easy for the Director of Public Instruction to keep in close touch with the Inspectorate through the Chief Inspectors for Secondary, Primary and Women's Education, who besides themselves inspecting institutions are responsible for all inspection work in their respective spheres. But the most important consequence is the great addition to the responsibilities of the District Inspectors. Formerly they did not visit high schools except for specific purposes. But now they are the inspecting authorities for all high schools except Government schools which are visited by the Chief Inspector, Secondary Education, or his Deputy. The District Inspector of Schools holds a pivotal position. He is the *ex-officio* Secretary of the District School Board and supervises the work of the Assistant Inspectors and Sub-Inspectors. The Assistant Inspector visits Middle Schools and Primary Training Schools and helps the District Inspector of Schools in supervising the work of the Sub-Inspectors who are at the bottom of the ladder. The Sub-Inspector whose main duty is to inspect primary schools has a number of other duties such as compiling statements, preparing pay bills of teachers and carrying on routine correspondence. All this he had to do in the past without the assistance of a clerk or even a peon. His lot has somewhat improved as he is now provided with a clerk as well as a peon.

CHAPTER III

PRIMARY EDUCATION

(i) *Main trends*

Primary education which had been sadly neglected during the British regime is now receiving more and more attention of Government. The former rulers whose primary object in imparting education to the people of India was to ensure an adequate supply of educated people of this country to help them in administration and to do clerical jobs in different offices were naturally not very much interested in the education of the masses. Not before the present century did they at all think that they had a duty to the masses in the matter of education. The Bengal Primary Education Act for urban areas was passed in 1919 and that for rural areas as late as in 1930. But the local bodies to whom the task of organizing and administering Primary Education was entrusted, could not discharge their duty satisfactorily mainly because of party politics and communal dissension. Shortage of funds also had something to do with their failure in this respect. With the advent of the democratic form of Government and particularly since the attainment of independence people have become more and more insistent in their demand for the education of the masses. Government also realises that for the proper functioning of democracy and for building up the nation as a whole expansion of primary education is essential. It has accordingly accepted the recommendation of the School Education Committee appointed by it in 1948 that Primary (Junior Basic) Education should not only be free but also universal and compulsory and for this purpose enacted amendments to the Act of 1930 and introduced in 1950 a ten-year scheme for making free primary education universal and compulsory in rural areas.

(a) **Schools and enrolment:** What progress West Bengal has made in Primary Education since 1947 will be seen from the following table which gives the number of schools under different management and their enrolment year by year up to 1952:—

Table A

Primary Schools according to Management and their enrolment (including Schools for Anglo-Indians), 1947-48 to 1951-52

Year.	Government.		District Board.	Municipal Board.	Private.		Total.	Pupils.*		Total.	
	Central.	State.			Aided.	Unaided.		Boys.	Girls.		
1947-48	33	6,480	374	6,302	761	13,950	818,212	225,899	1,044,111
1948-49	40	6,781	374	6,294	677	14,166	906,062	250,949	1,157,011
1949-50	..	10	595	7,024	380	6,494	498	15,001	981,080	296,117	1,277,197
1950-51	..	10	556	8,430	382	5,084	321	14,783	1,061,748	354,778	1,416,526
1951-52	..	12	604	8,666	383	5,012	454	15,131	1,095,853	392,437	1,488,290

*The figures do not include pupils reading in primary classes of Secondary Schools.

No statistics were maintained of Centrally managed Primary Schools during 1947-48 and 1948-49.

The total number of schools increased from 13,950 in 1947-48 to 15,131 in 1951-52 while the total number of scholars increased from 1,044,111 in 1947-48 to 1,488,290 in 1951-52. In the first two years of the quinquennium the number of schools managed by Government was 33 and 40 only, a microscopic fraction of the total. Government is not expected to run primary schools of its own, the responsibility in this respect belonging to local bodies. The few schools managed by Government (Central and State) prior to 1949 are of special nature, some of them are intended mainly for the children of railway employees or other categories of people. But the number of Government-managed primary schools suddenly shows a very great increase after 1949. This is due to the large number of Government-sponsored primary schools started in different parts of the State to provide educational facilities for the children of refugees from East Pakistan. The rate of increase in the number of schools could not keep pace with that in the number of scholars. The number of scholars per school increased by about 30 per cent. as will appear from the figures given below:—

Number of scholars per school in 1947-48	... 75
Number of scholars per school in 1951-52	... 98

This increase in the number of scholars per school need not be regarded as an evil feature. On the contrary, it may be looked upon as a reassuring improvement in enrolment. A school with four classes having less than 100 pupils in all would surely be regarded as wasteful as the optimum number fixed by Government for a four-class free primary school with three teachers is 135, distributed in the following manner:—

Class I	... 40
Class II	... 35
Class III	... 30
Class IV	... 30
	135

In any case this improvement in enrolment which may be partly due to the introduction of compulsion in some areas clearly indicates a greater realization by parents and guardians of their duty to send their children to school; and in doing so they have the satisfaction of getting some return for the money which they pay to Government in the form of education cess.

The table below shows the total number of scholars in primary schools and in the primary classes of secondary schools in 1951-52:—

	Boys.	Girls.	Total.
Boys' Schools	1,087,436	319,050	1,406,486
Girls' Schools	7,990	72,913	80,903
In Primary classes of Secondary Schools	65,589	36,651	102,240
Total	1,161,015	428,614	1,589,629

The above table does not include the enrolment in the Schools for Anglo-Indians.

The population of West Bengal according to the census of 1951 is 24,810,308. The accepted proportion of children of the age-group 6-11 years is 15 per cent. of the total population, which means that 3,721,546 children should be in schools. But actually there were in 1952 only 1,589,629 pupils including those in the primary classes of secondary schools. They were distributed in the four classes in the following manner:—

Table C

Distribution of pupils in Primary Classes of Schools for Indians, 1951-52.

	Boys.	Girls.	Total.
Class I	536,720	228,032	764,752
Class II	272,430	92,370	365,300
Class III	197,308	63,785	261,093
Class IV	154,557	43,927	198,484
Total			<u>1,589,629</u>

In other words, 2,131,917 more children should be put in schools in order to make the ideal of universal primary education a reality in West Bengal. The proportion of girls to boys receiving primary education is approximately 1:3. This disparity between boys and girls should be removed, and for this purpose special efforts will have to be made to draw an increasing number of girls to primary schools.

The attitude of Government towards single-teacher schools remained the same as in the previous quinquennium viz., to reduce their number progressively by consolidation and amalgamation with a view to eliminating them altogether. The table below indicates the progressive reduction in their number and enrolment:—

Table D

Single-Teacher Primary Schools

	Number of Institutions.	Enrolment.
1947-48	Statistics not available.
1948-49	733 26,826
1949-50	582 18,827
1950-51	431 15,447
1951-52	274 10,333

The continued existence of these schools where one and the same teacher is in charge of two, three or even four classes and is supposed to be teaching the pupils of the different classes at the same time, cannot be encouraged. But in special circumstances, as in isolated areas where it is difficult to get an adequate number of teachers, these schools serve a useful purpose. It requires a special technique to be able to manage more than one class simultaneously in a manner that may keep all the pupils engaged and yet at the same time does not detract from the efficiency of teaching. There has yet been no provision worthy of mention which has been made for imparting training of this kind to the teachers of these schools.

The following table shows the number of schools under different managements and the number of scholars in them in 1952 district by district:—

Table E
Primary Schools (Indian Schools) with pupils district by district in West Bengal in 1951-52.

District.	Number of Schools.							Pupils.			
	Government.		District Board.	Municipal Board.	Private.		Total.	Boys.	Girls.	Total.	
	Central.	State.			Aided.	Unaided.					
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
1. Burdwan	..	3	20	1,180	16	44	2	1,265	81,657	37,091	118,748
2. Birbhum	7	696	10	10	..	723	42,300	18,699	60,999
3. Bankura	990	7	33	17	1,047	64,519	18,261	82,780
4. Midnapore	..	1	5	31	..	2,896	234	3,167	221,416	75,908	297,324
5. Howrah	36	648	18	117	16	835	71,774	34,129	105,903
6. Hooghly	29	723	34	115	51	952	70,829	30,129	100,958
7. 24-Parganas	85	1,665	65	381	98	2,284	255,433	50,736	306,169
8. Calcutta	208	205	18	431	38,057	29,284	67,341
9. Nadia	73	653	11	67	..	804	45,277	27,662	72,939
10. Murshidabad	15	831	5	98	16	965	60,514	19,993	80,507
11. West Dinajpur	9	373	..	127	..	509	33,014	9,244	42,258
12. Malda	6	209	3	337	..	555	40,759	15,301	56,060
13. Jalpaiguri	..	2	20	667	1	13	..	703	31,659	11,921	43,580
14. Darjeeling	10	..	5	317	12	344	15,122	6,634	21,756
15. Cooch Behar	289	..	..	246	..	535	23,096	6,971	30,067
Total	..	6	604	8,666	383	5,006	454	15,119	1,095,426	391,903	1,487,389

Midnapore had the largest number of primary schools most of which were aided private schools. The District School Board was established here only in 1949 and consequently had very few schools under its management during the period covered by this review. 24-Parganas had the largest number of pupils reading in primary schools. This is an indication of the fact that the ordinary people of this district are a bit more school-minded than those of other districts which is perhaps due to the close proximity of large parts of the district to Calcutta. Cooch Behar and Darjeeling stand apart from the other districts on account of the special conditions prevailing in them. There is no District School Board in either of them. Cooch Behar had the largest number of primary schools under State management. These were a legacy of the days before its merger with West Bengal. Next to Cooch Behar came 24-Parganas and Nadia in having a good number of schools under State management. These two districts which were most affected by partition also came to have the largest concentration of refugees, and Government had to make special arrangements for the education of their children.

(b) **Teachers:** There was a substantial increase in the number of teachers in primary schools during the quinquennium. But it was not quite proportionate to the increase in the number of scholars. Table "F" gives the number of teachers in primary schools in West Bengal during the five years of the quinquennium.

Table F

Year.	Men.	Women.	Total.
1947-48	34,028	1,402.	35,430
1948-49	36,667	1,630	38,297
1949-50	39,412	1,969	41,381
1950-51	41,137	2,055	43,192
1951-52	41,594	2,301	43,895
Number of scholars per teacher in 1947-48	..	..	29
Number of scholars per teacher in 1951-52	..	..	34

In 1947-48, there was one teacher for every 29 pupils. In 1951-52 the number of pupils per teacher increased to 34. This is only an indication of the difficulty created by the very large number of children of school-going age who migrated from East Bengal after partition.

It is generally admitted that women are more suitable than men for teaching in primary and pre-primary classes. Although the number of women teachers was much less than that of men throughout the quinquennium there was suddenly a very large increase in the number of women teachers—particularly in the number of trained ones after 1950. This is explained by the large influx of refugee women teachers from East Bengal shortly after partition. The East Bengal districts had made greater progress in compulsory primary education than the districts in the western part of the province. When partition came, many of the teachers, being Hindus, came away to West Bengal, and there was a large proportion of women among them. Thus the partition of the province which has created a number of difficult problems for West Bengal has also benefited it in a limited way.

Although the number of pupils per teacher increased in course of the quinquennium, the ratio of teachers per school shows a slight improvement. In West Bengal as a whole the number of teachers per school increased from 2.53 to 2.90. The position was much better in Calcutta where the number increased from 4.07 to 4.32.

Table C*Teachers in Primary Schools for Indians in 1947-48*

	Schools.	Teachers. (Men.)	Teachers. (Women.)	Teachers. (Total.)	Ratio per school.
West Bengal	13,937	33,998	1,367	35,365	2.53
Calcutta	520	1,481	635	2,116	4.07

Table C1*Teachers in Primary Schools for Indians in 1951-52*

	Schools.	Teachers. (Men.)	Teachers. (Women.)	Teachers. (Total.)	Ratio per school.
West Bengal	15,119	41,593	2,263	43,856	2.90
Calcutta	431	1,235	629	1,864	4.32

It is not merely the number of teachers which counts, but their quality and efficiency should be taken into account. In this respect Government is now insisting on higher standards. Generally speaking, teachers in primary schools are now required to be matriculates and preferably trained. There were three categories of teachers in free primary schools run by District School Boards. Their qualifications and scales of pay are given below:—

		Pay.	Develop- ment Grant.	Total.
		Rs.	Rs.	Rs.
Category-A ..	Trained Matriculate Head Teachers ..	23—1—28	17	40—1—45
	Trained Matriculate Assistant Teachers ..	20—1—25	15	35—1—40
Category-B ..	Untrained Matriculate or Trained non-Matriculate Assistant Teachers.	19	11	30
Category-C ..	Untrained non-Matriculate Assistant Teachers.	11	9	20

They were also paid dearness allowance at the rate of Rs. 3 per month from the State Revenues and Rs. 2/8/- from the District School Board Funds. Teachers in urban areas were also paid dearness allowance and development grants at the same rates.

Apart from the development grants which were introduced in 1946-47, the pay and emoluments of teachers remained practically the same as before, and they were very meagre indeed. No wonder they came in for a lot of adverse public criticism, both on the platform and in the press.

It is no exaggeration to say that the primary school teacher is the most poorly paid of all public servants. It is often maintained that as a result of the poor emoluments paid to primary school teachers they are compelled to turn to other avocations in order to supplement their income. While this is true to some extent, it is also true that in view of the difficulty of getting suitably qualified teachers from outside the villages even on higher scales of pay, teachers of primary schools have to be recruited mostly from amongst local people who have other sources of income which they will not give up and as teaching is not likely to be a whole time job with them the scale of pay is necessarily low. In any case it is educationally unsound to have poorly paid teachers who cannot or will not devote their time and attention principally to teaching.

The qualifications of teachers in primary schools for Indians are given in Table H. There is some improvement in the proportion of trained teachers. In 1947-48 for every trained primary school teacher there were 1.57 untrained teachers, while in 1951-52 the corresponding figure was 1.39.

Table H

Qualifications of teachers—Primary Schools for Indians, 1951-52.

	Trained.			Total.	Untrained.			Total.	Grand-Total.
	Graduate.	Matriculate.	Non-Matric.		Graduate.	Matriculate.	Non-Matric.		
Men ..	23	3,915	13,474	17,417	36	9,663	14,477	24,176	41,593
Women ..	16	505	448	969	7	517	770	1,294	2,263

(c) **Buildings and equipment:** The position of primary schools in West Bengal in the matter of buildings and equipment can hardly be regarded as satisfactory. In rural areas the buildings consist of mud or bamboo huts with thatched or corrugated iron roofs. Not that a thatched or corrugated hut is inherently unsuitable for a school building in rural areas, for such houses serve the residential purposes of the people there. But what is wrong with them is that they are not properly constructed so as to meet the requirements of an educational institution, and what is worse, they are very often out of repair and for long periods cannot be used for the purpose for which they are meant. They are mostly provided by local people. The slender resources of the District School Boards do not permit them to construct buildings for their schools according to any approved plan. They only spend from 2 per cent. to 5 per cent. of their income for the repair and construction of the buildings. In urban areas the position is no better. No doubt the buildings there are in most cases made of brick and are thus more durable than those in rural areas. But schools are generally held in unsuitable rented houses. Sometimes the outhouse of a local resident is considered good enough for a school. In the matter of space the urban schools are even worse than the rural schools, for the latter have the advantage of plenty of open space in and around them while the former are cramped for want of sufficient space. Government-managed schools are indeed better in this respect.

Turning to equipment one finds that it is equally poor. A few pieces of broken furniture adorn the rooms with hardly any equipment or school

appliance worth the name. A primary school in order to fulfil its object should in the first place be attractive. But our schools instead of attracting the young learners very often repel them. It must be admitted; however, that during the quinquennium the high cost and scarcity of building materials contributed not a little to the unsatisfactory state of things. What is needed to improve matters is to lay down rules for the construction of school buildings and for properly equipping them—and what is more important to make more funds available to the authorities responsible for them. The new type of Primary Schools, viz., the Junior Basic Schools which are gradually replacing the old traditional type of Primary Schools, have definitely much better buildings and equipments. One of the conditions which must be fulfilled before a Basic School is sanctioned for any area is that the local people must provide 2 acres of land and Rs. 4,000 in cash or kind. This is a great advantage for a school to start with. It is hoped that things will improve with the progress of the Basic Education Scheme.

(d) Introduction of Compulsory Education: Although there are provisions in the Acts for making primary education compulsory very little was done before 1950 to give effect to them. Ward IX of the city of Calcutta is the only urban area where the compulsory scheme is in operation. Compulsion was introduced here many years ago. But it has not been followed up in other wards of the city or in other municipal areas. Primary education had indeed been made free in most of the districts of undivided Bengal but it had not been made compulsory. A vigorous start had to be made after partition to bring the rural areas of the whole of West Bengal under the scheme of compulsory primary education. It is encouraging that the District of Midnapore which so long did not choose to have a School Board has at last agreed to the establishment of such a board. A District School Board is now functioning there as in all other districts of West Bengal, except Darjeeling and Cooch Behar which have special reasons for still having no School Boards.

Acting upon the recommendation of the School Education Committee Government decided to make primary education, which was already free, compulsory for all children in rural areas of the age group 6-11 years, and a ten-year plan for the introduction of compulsory education was launched in 1950. The reason for selecting rural areas rather than urban ones for this scheme is that in the latter educational facilities already exist, while primary education which is not enough for urban people is the only type of education which can be thought of as necessary and suitable for the rural population. By an amendment of the Bengal (Rural) Primary Education Act, it is now possible to introduce compulsion in any area lying within the jurisdiction of a Union Board, Union Committee or Panchayat if it is well served with schools. Previously compulsion could be introduced only in an area where a Union Board, Union Committee or Panchayat had been constituted. Thus it is no longer necessary to wait till an entire Union has a sufficient number of schools properly distributed within its area, but compulsion can be introduced in any part of a Union provided there are proper facilities for imparting primary education there. The scheme does not require the opening of new schools as an indispensable condition for introduction of compulsion. It provides for the introduction of double shifts wherever necessary. Seven thousand and five hundred complete Primary Schools will be required for the 23,000 square miles of rural area in West Bengal, each school serving on an average 3.14 square miles. On the basis of 2 additional teachers per school 15,000 additional teachers will be required and necessary provision for additional training facilities will also have to be made.

The 10-year scheme has been introduced in all districts except Midnapore, Darjeeling and Cooch Behar. What progress has been made under the scheme in the last two years of the quinquennium will be clear from the table below:—

Table I
Progress of the Scheme for the Introduction of Compulsory Free Primary Education in Rural West Bengal.

Total rural area (in sq. miles).	Population.		Total rural area (in sq. miles) covered under the compulsory scheme.	Number of children of age group 6-11 years in the areas under the com- pulsory scheme.	Number of children on the rolls.		Average daily attendance.
	Total rural population.	Number of children of age group 6-11 years.			Before introduc- tion of compul- sion.	After introduc- tion of compul- sion.	
21,413	14,579,146 (census of 1951).	2,186,870	383,485	372,585	192,308	265,539	211,346

It will be seen that while the progress in respect of the area brought under compulsion is satisfactory, the same cannot be said about the attendance of pupils. There are, of course, attendance committees, but for some reason or other it has not been possible for them to ensure full attendance.

(e) **Expenditure:** The total expenditure on Primary Education in the State is an index to the interest taken by Government and the public in the education of the masses. This expenditure is met from several sources—Government and the local bodies being the principal among them. The income from fees is very small, because fees are charged only in the privately managed schools which have not come under the Free Primary Education Scheme, and the charges there are even less than Rs. 2 per year.

Where the Free Primary Education Scheme is in operation the State Government collects primary education cess at the rate of $3\frac{1}{2}$ pice on each rupee of annual net profits from mines and quarries and at the rate of 5 pice on each rupee of annual value of land and annual net profits from tramways, railways and other immovable property as determined under the Cess Act, 1880, and pays the money to the District Primary Education Fund. In addition Government also makes grants to District School Boards by way of subvention to enable them to meet their expenses.

The total amount spent on Primary Education in 1947-48 was Rs. 1,15,68,942. In 1951-52 the amount was Rs. 2,00,76,935 which was nearly double the amount spent in the first year of the quinquennium. Table J shows the direct expenditure on Primary Education according to sources from 1947-48 to 1951-52. Of the total expenditure in the last year of the quinquennium, 39 per cent. was borne by the Central Government, 54.26 per cent. by the State Government, 27.56 per cent. by District Boards,

11.49 per cent. by Municipal Boards and only 6.3 per cent. came from fees, endowments and other sources. The negligible character of the last figure clearly shows that we have almost reached the goal of Free Primary Education in West Bengal.

Table J

Direct expenditure on Primary Education according to sources (including expenditure on Schools for Anglo-Indians), 1946-47 to 1951-52.

Years.	Central Government.	State Government.	District Board.	Municipal Board.	Fees, Endowments and other sources.	Total.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1946-47	..	28,35,851	19,23,538	14,52,565	17,01,839	79,13,793
1947-48	..	57,05,219	25,85,103	20,10,394	12,68,226	1,15,68,942
1948-49	..	69,14,825	29,00,295	21,94,312	16,84,260	1,36,93,692
1949-50	..	39,492	83,85,422	50,01,154	22,00,766	1,67,67,531
1950-51	..	61,905	94,07,225	56,98,326	22,79,877	1,85,17,431
1951-52	..	78,362	1,08,94,520	55,32,812	23,07,310	2,00,76,935

No Statistics of expenditure from Central Government Fund were maintained during 1946-47 to 1948-49.

The figures in the table make interesting reading when they are compared with the corresponding figures for the western portion of undivided Bengal in the year immediately preceding Independence. The total direct expenditure for Primary Education in this part of the province in 1946-47 was only Rs. 79,13,793 which was much less than the total direct expenditure on this account in the first year after Independence. Government contribution in 1946-47 was even less than half of what it was in 1947-48. Contributions from local authorities also were much less in 1946-47 than in 1947-48. But the income from fees, endowments and other sources was higher in 1946-47 than in any year during the period under review. When the comparison is made with the figures for 1951-52 it becomes much more impressive. All this clearly shows that the Government of West Bengal and the local authorities are spending much more for primary education than the Government of undivided Bengal and the local authorities did before Independence.

If one considers the average annual costs per school and per pupil in a primary school and compares the costs in the last year of the quinquennium with those in the year immediately preceding it for the western portion of undivided Bengal one would find that the costs have increased very considerably since Independence. The cost per school for boys has been more than doubled, while that for girls has become more than three times of what it was in 1946-47. What is more significant is that the cost per school from public funds is nearly three times of what it was in 1946-47 in the case of boys and slightly more than four times in the case of girls. The average annual cost per pupil in a primary school has gone up by more than 50 per cent. The figures for 1951-52 as well as for 1946-47 are given below:—

Table K

(i) *Average annual cost—Primary Schools for Indians, 1951-52.*

	Boys'	Girls'
	School.	School.
	Rs.	Rs.
Cost per school	1,256	2,485
Cost per school from public funds	1,198	2,056
Cost per pupil	12.8	22.8

Average cost per pupil Rs. 13.3

(ii) *Average annual cost—Primary Schools for Indians, 1946-47.*

	Boys'	Girls'
	School.	School.
	Rs.	Rs.
Cost per school	546	717
Cost per school from public funds	444	511
Cost per pupil	7.6	12.7

Average cost per pupil Rs. 8.12

(f) **Wastage and other difficulties:** The most serious drawback in Primary Education is undoubtedly the huge wastage year after year. Another drawback which is nonetheless serious is stagnation which may

be regarded as a form of wastage. Perhaps it is not very difficult to send a child to a primary school, but it is really difficult to make him continue there and profit by the facilities offered till he completes the course. The enrolment in the different classes in successive years reveals the staggering fact that about 50 per cent. of the students enrolled in Class I do not proceed to the next higher class and only a little more than 30 per cent. go up to Class IV. The percentage of those who pass out after completing the course will be even less. The details showing the wastage in 1951-52 are given below:—

Table L

Wastage

Enrolment in Class I in 1949	..	..	..	602,665
Enrolment in Class II in 1950	...	..	..	317,181
Enrolment in Class III in 1951	..	..	..	244,953
Enrolment in Class IV in 1952	..	..	..	199,875

Only 33·16 of the pupils enrolled in Class I proceeded up to Class IV, *i.e.*, the wastage is about 66·84 per cent.

With a view to stopping this wastage Government has amended the Bengal (Rural) Primary Education Act to the effect that a child once admitted to a primary school will have to attend school up to the end of the primary stage. This amendment which was passed in 1950 may help in reducing the wastage but it is yet too early to assess the results properly. Slow but steady improvement, however, is noticeable in the figures showing the wastage in the last three years of the quinquennium though it remained very great even in the last year:—

Year.	Wastage.
1949-50	... 68.74 per cent.
1950-51	... 67.04 per cent.
1951-52	... 66.84 per cent.

(g) **Administration and Control:** Generally speaking, the task of administering primary education is entrusted to local bodies. It is an obligation of the Calcutta Corporation and the Municipalities to provide facilities for free primary education in their respective areas. In rural areas this responsibility which belongs to the District Boards is discharged through District School Boards which have been established in all the districts except Darjeeling and Cooch Behar. As a rule the District Magistrate is the Chairman of the District School Board which consists of representatives of Union Boards and a few nominated members including the District Inspector of Schools who is the *ex-officio* Secretary of the Board. In Darjeeling where the District School Board has not yet come into being the District Board directly administers Primary Education. The position in Cooch Behar is peculiar. It became a district of West Bengal only in 1950. As a State it had its own organization for the education of its people, and even after merger with West Bengal the educational organization there continues to be the same in some respects. Unlike the rest of West Bengal there were many State-owned primary schools in Cooch Behar and they will continue to be so till a District School Board is established there. There are aided schools also in this new district as in others. All these schools are under the direct supervision of the District Inspector of Schools, as there is no District Board there.

The Central and the State Governments also run some primary schools of their own. These are generally meant for special purposes. The few schools managed by the Central Government are chiefly meant for the children of railway employees. Those managed by the State Government include demonstration schools attached to Primary Training Schools and the large number of primary schools started recently for the education of refugee children.

Besides the schools managed by Government and local bodies there are also schools under private management. Many of them receive aid from Government or local bodies by fulfilling the conditions laid down by them, while others are unaided.

The authorities which manage the schools naturally exercise control over them. Government control, however, is not limited to its own institutions but extends to all schools except those which do not receive any aid from Government. The State Government determines the syllabus and course of studies, the qualifications and pay scales of teachers and prescribes rules governing various aspects of primary education. In order to ensure that the rules as laid down by Government are followed, it has its inspecting agency. The successful working of primary education largely depends upon proper supervision by the inspecting staff which must be adequate, and whose work should be thorough and sympathetic. It is gratifying to note that there was a marked improvement in the average number of schools which are visited by a Sub-Inspector. In the previous quinquennium it was 146, which was too many. The inspection work under such conditions was bound to be perfunctory. In the present quinquennium the number came down to 108.

Except Calcutta Corporation the local bodies or District School Boards have no inspecting staff of their own. Inspection is done by Government officers, and the District Inspector of Schools is the *ex-officio* Secretary of the District School Board. Thus there is dual control with many of its drawbacks. It may, however, be said in favour of this system that the inspectors, not being employees of the local authorities, can maintain an independence of judgment and action which is very valuable in circumstances governed by local politics. In entrusting local authorities with the duty of administering primary education the example of Great Britain has been followed. But it is sometimes found that local leaders in their political rivalry are not quite unwilling to sacrifice education to party politics.

(ii) New Schemes and experiments and outstanding problems

The most significant scheme in the field of Primary Education is that of replacing the old traditional type of Primary Education which aimed at mere literacy or acquaintance with the three R's by a craft-centred, activity-biased system of education which has for its objective the development of the personality of a child in addition to making him acquainted with his physical and social environments. It is the intention of Government to introduce Basic (Primary) Education throughout the State and some advance has already been made in this direction. The idea of making education craft-centred and imparting it through activity and by the play-method appears to be almost revolutionary to people whose ideas are rooted in traditional orthodoxy and they find it difficult to adjust themselves to the novelty of the scheme. The School Education Committee has recommended a five-year course of Junior Basic Education for all children of the age-group 6-11 years. This recommendation has been accepted by Government and steps have been taken in order to give effect to it. A Basic Training College and several Basic Training Schools have been

established for training the new type of teachers required. Government encourages the establishment of Basic Schools wherever people come forward with the requisite amount of money and land. More and more primary schools of the traditional type are being remodelled and converted to Basic Schools.

An interesting experiment in Primary Education is teaching in Classes I and II without any text books. Instruction in these classes is now imparted with the help of picture books. This is a move in the right direction and is in accord with educational ideas in advanced countries. It should yield good results, but a new type of teachers is required for the success of this experiment. A scheme to give the existing teachers necessary training to enable them to teach without books has been formulated and awaits the sanction of Government.

Another experiment is the introduction of double shift wherever necessary for meeting the educational needs of people in rural areas under the compulsory scheme.

The main difficulties are the orthodoxy of the people and the absence of an adequate personnel of suitably qualified and contented teachers who will work whole-heartedly for the successful implementation of the new scheme. While orthodoxy can be removed by propaganda and the spread of progressive ideas the only ways of removing the latter difficulty are to extend the facilities for training and to make the teacher's profession more remunerative so as to keep him above want. As both of these require money the question in the ultimate analysis becomes one of finance. The money available for education leaves no alternative but to do it on the cheap. This principle perhaps is not very sound, but the State will have to put up with it till more funds are available for allotment to education.

CHAPTER IV

BASIC EDUCATION

Main trends

The idea of Basic Education is associated in our country with the name of Mahatma Gandhi. While leading the national movement Mahatmaji felt that there was something fundamentally wrong with the system of education which had been introduced in the country by the British. This education which was essentially English in spirit as well as in content brought about a sharp cleavage between the few who had the means and the opportunity for receiving it and the many who had not, and thus emphasized class-division. As it was mostly theoretical and bookish it failed to create sufficient interest in the minds of pupils, and as an equipment for practical life it not only proved inadequate but was instrumental in making many misfits. These considerations led Mahatmaji to evolve a new scheme of education which would be national in spirit and practical in aim, and, instead of being confined to the few on account of financial and other reasons, would be within the means of all. This new education attaches great importance to the development of a child's personality and social consciousness by making him aware of his physical and social environments through activity largely self-directed. The most distinctive feature of Mahatma Gandhi's scheme is education through some craft in which the child is interested by nature and upbringing. In the earlier stages he would have a fairly wide range of activities of a practical nature but ultimately he would work his way upto a basic craft which would later on enable him to earn his living. The idea of education through activity or by the play-method had already been accepted in Western Countries.

What was new in Mahatma Gandhi's scheme of education was the idea of self-sufficiency which he considered very important for a poor country like ours. This self-sufficiency was to be achieved by the pupils who as they would grow up in age were expected to acquire sufficient skill in the basic craft so as to produce articles or things of practical utility which could compete with similar articles produced by skilled artisans or professional men and women. There would be provision for the teaching of cultural subjects also but these would be properly correlated to the craft or crafts in which pupils would be trained.

In 1944 the Central Advisory Board of Education recommended Basic Education in modified forms as the most suitable type of education for the vast masses of people inhabiting the rural areas of the country. This recommendation was supported by the School Education Committee appointed by the Government of West Bengal. Following the lines of recommendation of the Central Advisory Board in this matter the West Bengal Committee also recommended in 1949 that Basic Education in two stages, Junior and Senior, should form a complete education for children up to the age of fourteen. This recommendation was accepted by Government and a scheme of Junior Basic Education for children of the age-group 6-11 was launched in 1950. The departure which this craft-centred education was sure to make from the traditional bookish type of primary education caused some difficulty in the acceptance of the idea by people at the beginning. But gradually the opposition is diminishing as people are realizing the soundness of the principle of learning through craft-centred activity as advocated by Mahatma Gandhi and recommended by experts on education.

The first step in the implementation of the scheme was to train teachers for Basic Training Schools who in their turn would train those who would be employed as teachers in Basic Schools. A few selected officers of the Department were deputed to Sewagram and other places for training in the technique of this new education with a view to their employment as teachers of graduate trainees in Basic Training Colleges. Two Basic Training Colleges were started—one for men at Banipur in December, 1948 and another for women at Alipur in Calcutta in January, 1949. In August, 1951, these two institutions were amalgamated as a temporary and experimental measure into a co-educational institution at Banipur. As trainees passed out from these Training Colleges they were sought to be employed in Basic Training Schools managed or sponsored by Government. Some of the trained personnel turned out by the Training Colleges were also drafted to the Inspectorate where officers trained in the new technique would be required for the supervision and inspection of Basic Schools. The following table will show the number of Basic Training Schools in the State, year by year, since the inauguration of Basic Education in West Bengal.

Table A
Basic Training Schools

Year.	Managed or sponsored by the State.	Aided.	Total.
1948-49	2	..	2
1949-50	7	3	10
1950-51	8	3	11
1951-52	8	3	11

Vinay Bhawan at Santiniketan, which was at first a Basic Training School sponsored by the Government of India, has since been converted into a Training College for graduate teachers of Secondary Schools and now forms a constituent college of the newly-created Visva-Bharati University. These Training Schools train Matriculates who after completion of training are employed as teachers in Junior Basic Schools, the number of which has increased steadily but not quickly enough to absorb all the trained personnel. Some trainees who came from Primary Schools had to go back to the old type of schools even after training in the new method. This created dissatisfaction and added to the difficulties in the implementation of the Basic Education Scheme. The solution of this difficulty lies in the establishment of more Basic Schools. But as this requires money and popular enthusiasm Basic Schools cannot be established as quickly as one would wish.

(a) **Schools and Enrolment:** The number of Basic Schools during the quinquennium together with their enrolment is given in Table B.

Table B:
Junior Basic Schools from 1949-50 to 1951-52

Year.	Institutions.					Enrolment.		
	Government.		District Boards.	Private.		Boys.	Girls.	Total.
	Central.	State.		Aided.	Unaided.				Total.
1949-50			42	19	61	3,919	1,260	5,179
1950-51		7*	59	12	80	6,572	2,231	8,803
1951-52	3		88	13	106	8,858	3,641	12,499

*Practising Schools attached to Basic Training Schools were shown separately in 1950-51. But these were not shown separately in 1951-52 under instruction of the Government of India.

The State Government does not maintain any Basic School of its own. There are, however, experimental and practising schools attached to Government Basic Training Schools. It may be seen from the Table that there was a steady increase in the number of schools as well as in their enrolment, though there was nothing spectacular in the rate of increase in either. The numbers are admittedly small and indicate the slow progress of Basic Education in West Bengal. Popular enthusiasm has not yet been sufficiently roused in its favour. People still look askance at the plan partly because of its novelty but more because of the absence of any clear link between this new type of Primary Education and the system of Secondary Education prevalent in the country. They forget that Senior Basic will be equivalent to the Middle Stage of Secondary Education and, in fact, will mark the final stage of an education which should be regarded as complete in itself. It is sometimes complained that this education will put a stamp of inferiority upon the bulk of the people and will shut the doors of higher education against them. But it may also be questioned how far the attitude of aiming at University Education for all is a correct one. The system of education which has prevailed so long has indeed produced some beneficial results. But it has also brought about in the country the sad spectacle of innumerable unemployed middle class people many of whom have been rendered unemployable by the process of education they have gone through. Besides, the concept of Basic Education

implies a transformation of society from the centralized type to a decentralized one where its members live a more or less self-contained life in harmony with their environments and find joy in their activities. When this is realized Basic Education will have fewer critics than now.

(b) **Teachers:** With the increase in the number of Basic Schools the number of teachers, both men and women, also increased. In 1950 there were 224 teachers in 61 schools, or nearly 3.7 teachers per school. In 1952 there were 454 teachers in 106 schools, or nearly 4.3 teachers per school. This was an improvement. The number of pupils per teacher, however, increased from about 23 in 1950 to about 27.5 in 1952. But so long as it does not exceed 30, the limit fixed by Government on the recommendation of the School Education Committee, the number should be regarded as satisfactory.

Table C shows the number of teachers, both men and women, in the three years during which the Basic Scheme has been in operation.

Table C
Teachers in Junior Basic Schools

Years.	Trained.			Untrained.			Grand Total.
	Men.	Women.	Total.	Men.	Women.	Total.	
1949-50	136	19	155	67	2	69	224
1950-51	183	26	209	46	2	48	257
1951-52	348	41	389	56	9	65	454

Teachers in Junior Basic Schools are required to be at least Matriculates and also have the requisite training. While most of the teachers in Basic Schools were trained there were some untrained teachers also. These untrained teachers were mostly employed in private schools and very few in Government sponsored schools. But the employment of untrained teachers in Basic Schools even under private management is not desirable as training in the new ideology and method is very important in the case of teachers in these new schools. It is also expected that these teachers will have the qualities of good social workers and should be inspired by a spirit of service to the nation. It is clear that the teacher in a Basic School should be of a type superior to that of the ordinary Primary School teacher. So it is only natural that he should be better paid. The scale of pay for trained teachers in Basic Schools sanctioned by Government is Rs. 35—4/2—75—80. The Head Teacher gets an extra allowance of Rs. 15 per month. In addition, all teachers receive dearness allowance amounting to 25 per cent. of their salary and enjoy the benefit of provident fund. This is a definite improvement upon the scale of pay for teachers in Primary Schools of the old type.

(c) **Expenditure:** The introduction and expansion of Basic Education mean expenditure on a much higher scale than in the case of old-type Primary Education. Besides insisting on the higher scale of pay for teachers, Government is very particular about land and building which includes teaching as well as residential accommodation, and equipment. The capital expenditure on building alone is Rs. 32,000 for each school, one-eighth of which has to be contributed by the local people either in cash or in kind. Then there is a lot of essential equipment which requires

money. Thus it is not so easy to start a Basic School as to start a Primary School of the old type. Even so, it is better to have a small number of good schools with suitable buildings, proper equipment and qualified teachers than to have a large number of indifferent schools started at random without much thought about the resources which alone can enable them to render proper service.

The expenditure on Basic Education according to sources during the three years of its operation is given in Table D.

Table D
Direct expenditure for Junior Basic Schools

Years.	Government.				Local Bodies.	Other sources.	Total.
	Central.		State.				
	Rs.	Rs.	Rs.	Rs.			
1949-50	48,248	22,391	2,342	72,981
1950-51	1,67,572	29,599	4,977	2,02,148
1951-52	21,843	1,73,368	70,156	2,71,002

The amount spent by the State Government on this account was Rs. 48,248 in the first year, and it rose to Rs. 1,73,368 in the third year. The amounts spent by local bodies in the corresponding years rose from Rs. 22,391 and Rs. 70,156. The total expenditure rose from Rs. 72,981 to Rs. 2,71,002. The percentage of the total expenditure met from different sources in 1951-52 is given below:

Central Government	...	8.06 per cent.
State Government	...	63.97 per cent.
Local Bodies	...	25.89 per cent.
Other sources	...	2.08 per cent.

(d) **Economic Aspect of Basic Education:** Basic Education has an economic aspect in so far as it is contemplated that the cost of maintenance of a school will at least be partly met from the sale proceeds of the articles produced by the pupils while practising their crafts. But in West Bengal this matter has not yet been seriously explored, as the articles produced by children in course of their spontaneous activity cannot be put on the market for sale for the simple reason that they are not produced with that object in view and they can never compete with articles produced by skilled artisans of grown-up age. The scheme adopted in West Bengal, is a modification of the Wardha Scheme. Instead of eight-class Basic Schools of an integrated type as envisaged in the Wardha Scheme Basic Schools in West Bengal will be of two categories—Junior Basic Schools with five classes and Senior Basic Schools with three classes. The schools started so far are of the Junior type, and Basic Education in the lower stage cannot be self-sufficient. Besides, the educational aspect of the pupils' craft-work should not be subordinated to the production or economic aspect. When these children grow up in age and proceed to the Senior Basic Stage then the time will come for giving serious attention to this aspect of the scheme. But even now some of the articles produced by the pupils are utilized to meet their own needs.

(e) **Organization and Administration:** The scheme of Basic Education has two stages—Junior and Senior. The former corresponds to the primary stage, and the latter to the middle stage of Secondary Education. The Junior Basic stage comprises five classes from Class I to Class V corresponding to the five years of the pupils' age from the six to the eleventh year. Thus in the new scheme the primary stage extends over one year more than in the old scheme of primary education.

No scheme for setting up Senior Basic Schools has yet been put through. But Government sponsored in the last year of the quinquennium an extended M. E. School in the district of Birbhum with agriculture as a Basic craft and weaving and dyeing as subsidiary crafts with a view to developing it eventually into a full-fledged Senior Basic School on the lines contemplated by the Central Advisory Board of Education. This was a logical sequence to the establishment earlier of a Junior Basic School in the same building there. The School Education Committee has recommended a three-year course for Senior Basic Schools which should have 3 classes from Class VI to Class VIII. But final decision on this point has not yet been taken by Government.

Junior Basic Education being only an up-to-date and reformed type of Primary Education the general arrangements for its administration are the same as for Primary Education. Generally speaking, Junior Basic Schools, after their establishment has been sanctioned by Government, are managed by District School Boards on a sponsored basis. Except the practising schools attached to Basic Training Schools Government has no Basic Schools under its direct management. The three schools shown in Table B under the management of the Government of India were established by railway authorities and are managed by them. There were some schools under private management, most of which were aided by Government or local bodies, very few being unaided. The inspecting staff of the State Government visit the sponsored and aided institutions to ensure that they are administered on proper lines and that education is imparted there in the prescribed method. As the success of the scheme depends to a large extent on adequate, thorough and sympathetic supervision, the Inspectorate should be strengthened both in number and quality.

CHAPTER V

Secondary Education

(i) Main trends

Of the different stages of education, Secondary Education is perhaps the most important and vital from the standpoint of the nation as a whole. While Primary Education does not take a person far enough and University Education is too high for many, Secondary Education is intended to meet the requirements of the more intelligent students who want to go higher up than the Primary stage though all of them may not proceed as far as the University. Besides, both Primary and University Education depend upon Secondary Education, as the teachers in Primary Schools are the products of Secondary Education while the students in Colleges and Universities not only come from Secondary Schools but receive their grounding for higher studies in these institutions. Hence the organization and administration of Secondary Education should be regarded as matters of vital importance in the life of the nation. The curriculum should be so framed that the education may be complete in itself and at the same time provide a sound basis for the super-structure of higher education in the case of those who have special aptitudes for Collegiate education, whether general or technical and professional.

(a) **Organization and improvements made:** The organization of Secondary Education as it existed before the creation of the Board of Secondary Education, West Bengal, in 1951 was admitted on all hands as not satisfactory. The University of Calcutta used to grant recognition to High Schools and lay down the syllabus and courses of studies in the two classes at the top which prepared candidates for the Matriculation Examination conducted by the University. The syllabus and courses of studies in the lower classes were prescribed by the Education Directorate of Government, and inspection was done by Government Officers. Grants were also made by this Directorate on the recommendation of its Inspectors. The University was much interested in the number of candidates appearing for its Matriculation Examination and also in the number passing the same. The fees realised from candidates for the Matriculation Examination formed an important source of its income but most of it was spent for the maintenance of its Post-Graduate Departments. Most of the successful candidates would flock to the colleges whose very existence in many cases depended upon the tuition fees paid by the students. The sole aim of the examination was to give candidates a certificate of fitness and suitability for Collegiate education. The University which has to deal with higher education not only in under-Graduate and Post-Graduate classes but also in the Intermediate Classes in a multitude of Colleges could not possibly give sufficient attention to the proper organization, control and development of Secondary Education. The desirability of relieving the University of its responsibility with respect to Secondary Education and the creation of a Board whose sole duty would be to look after this very important stage in the whole scheme of education, had been recommended long ago by the Sadler Commission. But various factors such as war, financial stringency, political disturbance and communal trouble—one or more of them at a time—stood in the way of its implementation; and while other provinces and Universities benefited from the recommendations of the Commission, the University of Calcutta for which the Commission was appointed and made its recommendations, failed to give effect to them. In the thirties of the present century the communal situation in the province had deteriorated so much that it was practically impossible to evolve a scheme of educational reform—particularly in the field of Secondary Education—which would be more or less acceptable to the parties concerned. The Government which was dominated by Muslims and the University which was dominated by Hindus could not see eye to eye with each other in almost any matter. As for the people, every attempt was made to rouse the communal passion in them resulting in their sharp division along communal lines and their consequent inability to look at any problem except with the jaundiced eye of a communalist. The ultimate result was that while everybody admitted that the creation of an autonomous Board of Secondary Education was urgently necessary and highly desirable, no agreement could be reached about the composition of the Board and hence it could not just come into existence.

The School Education Committee appointed by Government in 1948 to advise it on the reorganisation of school education in the State made recommendations of far-reaching importance most of which have been accepted by Government and are gradually being given effect to. In the opinion of the Committee "the objective of Secondary Education should be a self-contained system of life-regarding education, suited to the varying aptitudes, abilities and needs of adolescent pupils. It should not be entirely subservient to the University courses but should be complete in itself and qualify the products to find suitable employment while offering opportunities to pupils showing promise, to proceed to higher academic

and technical courses in the University or to higher professional studies." Government has also accepted the Committee's recommendation that the duration of the Secondary Course should be 6 years from 11+ to 17+ in a total period of 11 years' school course and should include the Intermediate stage of Collegiate education. Secondary schools will now be of two types, viz., Senior Basic or Junior High Schools with three classes from Class VI to Class VIII and High Schools proper which again may be unilateral (academic or technical) or multilateral in character. As special aptitudes may not clearly manifest themselves till 13+ transfers may be allowed from one type of study or school to another up to the end of Class VIII.

The principle of separation of the Primary from the Secondary stage has been accepted and in many cases, acted upon; but as a concession to the existing system under which most secondary schools have primary classes a Secondary School is allowed to have a Primary Department as a separate unit, under the management of the same committee but with a separate teaching staff, subject to the general control of the Headmaster of the Secondary School. Such a school is allowed to retain Class V as the lowest class in the Secondary Department.

The most important step taken in the field of Secondary Education, not merely during the quinquennium under review but in the whole history of education in Bengal, was the establishment of the Board of Secondary Education in 1951 for the regulation, control and development of Secondary Education in the State. This measure which had been delayed so long for various reasons has at last taken a practical shape. It is likely, however, that practical experience will reveal some difficulties in the working of the Board, and amendment of the Act constituting the Board may be necessary to remove them.

(b) Schools and enrolment: During the quinquennium under review Secondary Education was imparted through Middle Schools, Extended Middle or Junior High Schools and full-fledged High Schools. Consequent on the introduction of free primary education in the State primary classes (I to IV) have been separated from many Middle and High Schools, Middle Schools thus came to have only two Classes (V and VI) or four classes (V to VIII). Those having four classes are known as Extended Middle or Junior High Schools. While English is taught in the vast majority of Middle Schools there were about half a dozen schools where English was not taught at all. They were the remnants of the Middle Vernacular Schools which had ceased to be popular some time ago. When the reorganisation of school education in the State is complete it will not be possible for middle schools to maintain their separate existence. Some of them will have to be merged with new primary schools having five classes, some will probably be converted to High Schools by the addition of more classes; while others will be abolished for want of resources necessary for readjustment which would enable them to survive in the new set-up.

In Table A which gives the number of Middle Schools with their enrolment during the quinquennium it will be noticed that in spite of the accepted scheme of reorganisation the total number of Middle Schools in West Bengal and also their enrolment show some increase. While the number of schools managed by local bodies decreased and the number of aided schools remained almost the same, the number of unaided schools and of those managed by the State Government showed very great increase. This is perhaps due to the emergency created by the partition of Bengal and the migration of refugees from East Bengal. In order to meet this emergency Government had to provide additional educational facilities at

many places, and where no assistance was forthcoming from Government or local bodies people had to depend upon their own resources and provide facilities for their children as best as they could. Turning to the number of pupils reading in Middle Schools we find that while the number of boys did not increase very much there was a very substantial increase in the number of girls reading in these schools. This is specially significant as Middle Schools are mostly situated in the mufassil where people are more conservative than in towns.

Table A

Statistics of Middle Schools (including Anglo-Indian Schools) for the period 1947-48 to 1951-52.

INSTITUTIONS AND ENROLMENT.

Year.	Government.		District Board.	Municipal Board.	Private.		Total.	Pupils.			
	Central.	State.			Aided.	Unaided.		Boys.	Girls.	Total.	
1947-48	..	*	3	10	5	900	127	1,045	106,549	28,979	135,528
1948-49	..	*	2	7	3	953	128	1,093	115,535	34,904	150,439
1949-50	..	2	74	6	2	924	196	1,198	106,694	34,156	140,850
1950-51	..	2	81	6	3	987	182	1,261	104,024	35,252	139,276
1951-52	..	2	81	6	3	932	275	1,209	110,747	36,773	147,520

*In 1947-48 and 1948-49 no separate statistics of Centrally managed schools were maintained.

Middle Schools, whatever their number, cover only a small part of Secondary Education in the State. In order to get a more correct and comprehensive idea about Secondary Education we should turn our attention to the High Schools which really speaking are the instruments for imparting this education. The growth of high schools in undivided Bengal was almost phenomenal, but the manner in which these schools increased in number or were administered was very often the subject of much adverse criticism. It used to be said that there was no plan in the establishment of high schools so that they might be properly distributed all over the Province and that there were many defects in their administration and shortcomings in the instruction imparted there. Perhaps there was a good deal of substance in this criticism. But what was the alternative? It could never be denied that there was more and more demand for education. In 1947-48 Government had only 23 schools under its own management whereas the number of private schools was as many as 834. Nearly half of these latter were unaided while the aid given by Government to the rest was none too generous. In the circumstances it would be too much to expect that private agencies with their meagre resources would be able to manage their schools in a very satisfactory manner. Then there was no authority solely devoted to the regulation, control and development of Secondary Education. It was not possible for the University of Calcutta to devote as much attention as was necessary for this. Under the dual control of Government and the University Secondary Education could not develop along proper lines; its growth was bound to be haphazard and schools rendered what service they could with inadequate staff and poor equipment. The remedy for all this is not mere criticism but a sympathetic understanding of the requirements of the people followed by suitable action. Mere desire to control without willingness to pay was naturally construed as an attempt to curtail education and produced unfavourable reactions among people. Now that freedom has been won and people's destiny is no longer in the hands of alien bureaucrats or reactionary communalists but in the hands of their own representatives, it may be confidently hoped that Government will take into sympathetic consideration the needs of the State as a whole and adopt suitable measures for meeting those needs. The Board of Secondary Education has been established as the sole authority for the regulation, control and development of Secondary Education in the State, and the responsibility now rests mainly with this body, Government's duty being almost limited to making adequate statutory grants to it.

After partition the Education Department of West Bengal was faced with the serious problem of providing educational facilities in High Schools for a very largely augmented population. The loss of schools due to partition was sought to be made up by the creation of new schools by Government as well as private agencies. The total number of Secondary Schools in West Bengal increased from 858 in 1947-48 to 1,168 in 1951-52. There were 5 schools managed by the Central Government and a number of schools managed by the State Government increased from 23 to 29 in course of the quinquennium. While the number of aided schools steadily increased from 447 to 703, that of unaided schools showed a very marked decline in 1948-49 but again began to rise in 1949-50 and registered a net increase of 43 only in the entire period, which is not very significant.

The total enrolment also increased from 386,972 in 1947-48 to 434,312 in 1951-52. While the enrolment of boys remained more or less the same, that of girls was nearly doubled which is very significant. In 1947-48 there were 35,887 girls reading in Secondary Schools; in 1951-52 the number rose to 70,865. The average enrolment per school was 451 in 1947-48 but came down to 372 in 1951-52. In view of the congestion in

many schools this downward trend in the average enrolment in High Schools should be regarded as a healthy sign. Even 451, the average enrolment in 1947-48, would not be regarded as unsatisfactory when one remembers the big schools with a thousand or more pupils on their rolls. It does not require much effort on the part of any one to realize that efficient teaching which presupposes personal contact and individual attention is practically impossible in schools where the enrolment is unduly large. Table B gives the number of High Schools in West Bengal according to management and also their enrolment.

Table B

Statistics of High Schools (including Anglo-Indian Schools) from 1947-48 to 1951-52.

INSTITUTIONS ACCORDING TO MANAGEMENT AND PUPILS ACCORDING TO SEX.

Years.	Institutions.						Total.	Pupils.			
	Government.		District Board.	Municipal Board.	Private.			Boys.	Girls.	Total.	
	Central.	State.			Aided.	Unaided.					
1947-48	..	*	23	..	1	447	387	868	351,065	35,887	286,972
1948-49	..	*	26	..	3	667	298	994	339,500	49,129	388,629
1949-50	..	5	28	..	3	706	331	1,073	328,875	54,480	383,355
1950-51	..	5	29	..	1	741	331	1,107	331,856	61,395	393,251
1951-52	..	5	29	..	1	703	430	1,168	363,447	70,865	434,312

*In 1947-48 and 1948-49 separate statistics of Centrally managed schools were not maintained.

(c) **Teachers:** Teachers in Secondary Schools are no less important than their counterparts in Primary Schools for the success of the scheme of education in the schools where they are employed. The quality of the output of a school very largely depends upon the maintenance of an adequate staff of efficient teachers. They should also be suitably paid so that they may put their whole heart in their work at school instead of spending their time and energy in private tuition which is very common means of augmenting the income derived from the salary paid by the school. The lot of the school teacher is hard indeed. But it has improved somewhat in recent times, at least in the case of High School teachers.

Middle Schools: It is a pity that no appreciable improvement could be made in the salary of teachers in Middle Schools. The pay of a teacher in these schools varied from Rs. 30 to Rs. 60 per month according to qualification and experience. Dearness allowance at the rate of Rs. 5 per month paid from General Fund was enjoyed by all teachers in Middle Schools. Their qualifications also varied. There were very few graduates among them, most of them were under-graduates or matriculates while there were some non-matriculates also. Out of 6,657 teachers in 1951-52, 1,704 men teachers and 414 women teachers were trained, and 3,953 men and 586 women were untrained. It will be noticed that the proportion of trained teachers to untrained ones was higher in the case of women than in the case of men. The position at the beginning of the quinquennium was not very different. In 1947-48 there were 5,987 teachers in all, of whom 1,615 men and 203 women were trained and 3,691 men and 478 women were untrained.

High Schools: Teachers in High Schools enjoyed graded scales of pay which varied according to their qualification and the nature of the duties performed by them. Teachers in Government schools were paid more handsomely than those in aided schools. The different scales of pay for teachers in Government and aided schools are given below:—

Government Schools:

Head Master	...	Rs. 250—750 (West Bengal Educational Service).
Assistant Head Master	...	Rs. 200—250.
Assistant Master	...	Rs. 100—225.
Classical Teacher	...	Rs. 80—180.
Vernacular Teacher	...	Rs. 70—150.

The Headmasters of two Government Schools which have Technical wings attached to them are in the West Bengal Senior Educational Service the scale for which is Rs. 350—1,200. In addition to their basic pay teachers in Government schools enjoy dearness allowance at the rates permissible to Government servants in West Bengal.

Aided Schools: Under the revised grant-in-aid rules which were introduced in 1948 High Schools are divided into A, B, C and D categories according to their roll-strength:—

Category A—Schools with an enrolment above 500 but not exceeding 750.

Category B—Schools with an enrolment above 350 but not exceeding 500.

Category C—Schools with an enrolment above 200 but not exceeding 350.

Category D—Schools with an enrolment below 200.

The scale of pay of the Headmaster of an aided High School and the allowance of the Assistant Headmaster vary according to the category of the school to which they belong. The scales of pay of other teachers vary according to their qualification but are the same for all categories of schools. The following minimum scales of pay for teachers of aided schools have been laid down by Government:—

Name of post.	Minimum qualification.	Category of School.	Scale of pay (minimum).
(1)	(2)	(3)	(4)
Head Master	A good Honours and a good B.T. degree.	A	Rs. 200—400.
		B	Rs. 175—325.
		C	Rs. 150—240.
		D	Rs. 150—200.
Assistant Head Master .. .	A good Honours and a good B.T. degree.	A	Rs. 75—150 <i>plus</i> Allowance of Rs. 50
		B	Allowance of Rs. 35.
		C	Allowance of Rs. 25.
Teacher	B.A. or B.Sc. with B.T. .. .. .	.. .. .	Rs. 75—150.

Honours graduates or M.A.'s or M.Sc.'s may be given an initial starting salary of Rs. 90 in the above scale.

		Rs.
Teacher	Untrained graduate or trained under-graduate	60—100
Teacher	Untrained under-graduate	50—80

Teachers in aided High Schools were paid dearness allowance at the rate of Rs. 10 per month of which Rs. 5 came from Government Fund. The above scales of pay, though they apparently mark an improvement upon previous ones, are not really high. A point which should be considered in this connection is that since the last war prices have soared high resulting in increased costs of living. The pay and other emoluments have not gone up correspondingly with the prices of commodities. While the wages of a manual worker or an artisan have gone up nearly 300 per cent. the increase in the salary of school teachers considered in terms of its real value is very little and they are hard put to it in making both ends meet. The scales of pay proposed by the Board of Secondary Education will no doubt be an improvement. But the matter is still under the consideration of Government and no final decision has yet been taken in this connection. The salary offered to teachers largely determines their calibre. But it should never be forgotten that a good salary paid to a teacher does not necessarily ensure good teaching which depends upon several other factors besides the salary. The temperament and outlook of a teacher and his sense of duty are no less important in this connexion than the salary paid to him. While it is true that in order to attract the right type of people to the teaching profession a reasonably good salary with prospects in the future should be offered, no one will expect that this salary will in any

way be equal to the income of people of similar intelligence and calibre in other professions. But a teacher who is true to his vocation and does not neglect his duty because of his small emoluments, will command the respect not only of his students and their guardians but of the public as a whole. In the interest of education it is imperative that the social status of a teacher should not be determined only by his income. At the same time society should see to it that teachers are adequately paid.

The introduction of progressive scales of pay for teachers in aided high schools in West Bengal under the new grant-in-aid rules is a reform which is calculated to produce very beneficial results. Teachers in these schools are now assured minimum salaries according to their qualification and they will get their increments in salary in due time irrespective of the financial resources at the particular time of the school where they happen to be working. Besides, they need not go out of their way to please members of managing committees in order to get an increment. The fixation of the net deficit grant to a school on the basis of 60 per cent. of the salary of trained teachers employed by it has led to a great increase in the number of trained teachers. In 1951-52 there were altogether 16,175 teachers in High Schools of whom 4,638 were trained and 11,537 untrained. In 1947-48 there were 11,644 teachers of whom only 2,530 were trained. For every trained teacher there were 3.6 untrained teachers in 1947-48, but in 1951-52 the proportion of untrained teachers came down to 2.5. The improvement is even better among women teachers than among men. At the end of the quinquennium the ratio of trained teachers to untrained ones was 1 : 3.02 for men but for women it was 1 : 1. Although considerable improvement has been made in this direction a great deal still remains to be done. Nearly one-third of the total number of teachers employed in High Schools are still untrained. Until recently sufficient importance was not attached to the training of teachers. It is difficult to understand why a teacher should not be required to undergo the necessary training for his profession just as people in other professions are required to do. The greater importance which is now being attached to the training of teachers is a good sign of the day, and the ideal should be to get every teacher trained for his job. It goes without saying that a teacher must know the subject he teaches, but how to teach is no less important than what to teach.

There was an appreciable improvement in the ratio of teachers to scholars. In 1947-48 there were about 33 scholars per teacher, in 1951-52 this number came down to about 26.8. In the average number of teachers per school, however, hardly any improvement was noticeable. In 1947-48 there were 11,644 teachers in 858 schools, that is, about 13.5 teachers on an average per school. In 1951-52 there were 16,175 teachers in 1,168 schools, that is to say, on an average about 13.8 teachers per school. The improvement in the average number of teachers per school was so slight as to be almost negligible.

(d) Results of Matriculation and other equivalent examination: The Calcutta University conducted the Matriculation Examination upto the year 1951 when the Board of Secondary Education, West Bengal, came into existence. The Board changed the name of the Matriculation Examination and called it the School Final Examination. This change in nomenclature is significant as it is an indication of the changed perspective with regard to the object for which the examination is held. The Matriculation Examination was held mainly as a qualifying test for admission to Colleges. But the School Final Examination is intended to be the final examination at the end of an education complete in itself.

The following table gives the results of the Matriculation and School Final Examinations year by year for the entire quinquennium:—

Table C
Results of the Matriculation/School Final Examination

Year.	Number Appeared.			Number Passed.			Percentage of successful candidates.
	Boys.	Girls.	Total.	Boys.	Girls.	Total.	
1948	25,253	3,806	29,059	16,164	2,344	18,508	63.7
1949	29,003	4,538	33,541	19,184	2,285	21,469	64.0
1950	36,657	5,988	42,645	12,324	1,956	14,280	33.4
1951	31,662	6,703	38,365	13,876	2,410	16,286	42.4
*1952	35,359	7,390	42,749	18,074	3,310	21,384	50.2

*The Board of Secondary Education started functioning in 1951 and the first School Final Examination was held under its management in 1952.

While the percentage of successful candidates in the Matriculation Examination varied from 64 to 33.4, 50.2 per cent. candidates were successful in the School Final Examination held in 1952. The large number of failures year after year indicates the huge wastage in Secondary Education. Every year as soon as the results of the examination are published there is a public outcry and the blame is generally laid at the door of the authority conducting the examination. It is also widely supposed that examiners are merciless. But the fact is that an examiner would be only too glad to pass a candidate. His inclination is more often towards leniency than towards strictness. But he finds himself unable to pass a candidate whose power of expression is of a very low order and who does not give in his answers any indication of having exercised his power of understanding. Students are seldom taught in a manner which would develop their power of understanding. They rely more upon their memory than upon their intelligence. They have been accustomed to it because of the type of questions set at the examination year after year. For many years questions were framed in a manner which would test the candidates' memory rather than their intelligence. Naturally, whenever there was a departure from this practice the majority of the candidates fared miserably. But that is no argument for putting a premium on cramming which should be discouraged by all means. Paper-setting has an important bearing on the quality of teaching. If question papers are so set as to test the candidates' intelligence and power of understanding and give little scope to cramming the ultimate result is bound to be good as this type of question will bring home to the candidates the futility of relying on cram books and will make them exercise their intelligence in understanding the subjects of their study; teachers also will find it more profitable to pay more attention to the development of the students' power of understanding than to the cultivation of their memory. But whatever may be said about paper-setting the real trouble lies with the candidates themselves, and the schools are ultimately responsible for the poor equipment of the candidates sent up by them. Students are not serious in their studies, nor are teachers always capable and sincere in their work. Then there are too many unrecognised holidays which do not leave sufficient time for regular studies. The toning up of the schools is an urgent necessity. For this purpose, qualified teachers should be recruited and they should be well paid. Then there should be favourable conditions for the teachers to work in. The whole question ultimately boils down to one of discipline which unfortunately is now very much at a discount at many places.

(e) **Buildings and equipment:** The possession of suitable building and proper equipment was one of the conditions for granting recognition to Secondary Schools. But in very few cases the fulfilment of this condition could be strictly insisted upon as the resources of the schools were meagre, and some compromise had to be made on this point. Unlike Primary Schools, High Schools and most Middle Schools had pucca buildings made of brick. But at the time of their construction most of the buildings were not meant for the purpose to which they were subsequently put. Residential houses even when big are not necessarily suitable for school purpose. Some of them are so old and derelict that no amount of white-washing can conceal their real condition. But such houses were often rented by school authorities. In addition, there was great congestion for lack of space, particularly in Calcutta where very few schools have a compound not to speak of a playground. It is a sad spectacle to see hundreds of boys or girls confined almost like prisoners in incommensurable buildings where it is impossible for them to move about freely. In the matter of equipment also the story is much the same. Few schools could afford to have a good library or the appliances and apparatus necessary for teaching Science and Geography. Government and missionary schools as a general rule are better than ordinary private schools in these respects. There are some private institutions under very distinguished management which could compare favourably with Government and missionary institutions. But their number was very small. The result was that there was tremendous rush for admission into the few good schools but as they naturally refused to take more pupils than they could accommodate, many parents and guardians had to be disappointed.

The Board of Secondary Education is more particular than the University was about suitable buildings for schools with sufficient space and necessary equipment. It is trying to tackle the problem and improve the situation as far as possible.

(f) **Medium of Instruction:** The medium of instruction in all Secondary Schools continued to be the mother tongue of the majority of the pupils in the class. This in actual practice was Bengali in most cases. There were cases in which Hindi, Urdu or Nepali happened to be the mother tongue of the majority of the pupils in a school and instruction was imparted there through that tongue.

(g) **Changes in the Curriculum:** In the reorganisation of Secondary Education it has been proposed to change the curriculum in a suitable manner. It is to be of a varied type so as to meet the requirements of students taking up different courses of study even at the high school stage. There is to be a common core of subjects with a view to providing a liberal education and facilitating transfers from one type of study or school to another or in the case of a multilateral school, from one department to another. According to the recommendations of the School Education Committee which have been generally accepted by Government, "the curriculum should be so framed that a pupil taking up the Humanities will also have some basic knowledge of the Science while a pupil taking up the Science or Technical Course, will also have some familiarity with the Humanities." As regards specialisation, the Committee recommended that it should be permitted only in the last three years of the High School Course. On the question of languages to be taught in the Secondary stage Government is of opinion that while English may be an optional subject in the Senior Basic Schools, Bengali and English will be the two compulsory languages throughout the High School Course. *Rashtrabhasa* or the federal language will be taught in Classes VI and VII, and until Class XI is added to the School course, a classical

language will be taught in Classes VIII to X. The Committee's recommendation that at the end of the Secondary stage there should be a public examination for those who intend to proceed to the University or to technological or professional institutions and a School Leaving Certificate Examination for others has also been accepted by Government in view of the wider scope and varied character of Secondary Education conceived for the future. These suggestions and recommendations of the School Education Committee and of Government will no doubt be carefully considered by the Board of Secondary Education with whom the final decision in the matter rests. A significant development affecting the curriculum was the introduction in some schools of the study of the federal language in Classes V and VI. This was done at the suggestion of the Government of India with a view to making provision for the study of the federal language in all secondary schools. There was, however, no compulsion in this matter as it was known that it would not be possible to get the requisite number of teachers for the purpose. Only Government schools and some resourceful private schools could make necessary arrangements in this connection. The problem here was one of qualified teachers and of arrangement for their training. The Rashtrabhasa Prachar Samity, a non-official organisation which receives financial aid from the State Government, has been doing commendable work for the propagation of the federal language. It has training centres at different places where people are taught Hindi and gives certificates of proficiency to those who on completion of the course pass the examination held by it, the highest certificate being that of "Kovid". Teachers of High Schools who are required to teach Hindi, if they are not already trained in the subject, are deputed to one or other of these centres for necessary training which is given free of charge. There are also others who receive the training given by the Samiti which deserves our grateful thanks for its endeavour to propagate Hindi in the State where the number of Hindi knowing people is not very large.

(b) **Administration and Control:** Till April, 1951 when the Board of Secondary Education, West Bengal, came into existence the administration and control of Secondary Education as stated before, was divided between Government and the University of Calcutta. While Government was responsible for the inspection of schools and making grants-in-aid to them the University had the power of granting recognition of schools, of drawing up the curriculum and syllabus of studies and of holding the Matriculation Examination at the end of the high school course. This arrangement proved unsatisfactory for more than one reason. The dual control often led to many difficult and awkward situations between Government and the University. Besides, it was not possible for either Government or the University to devote as much attention as was desirable to the proper regulation and development of Secondary Education. The creation of a Board of Secondary Education which was long overdue was delayed mainly on account of the political and communal situation in undivided Bengal. When after partition the question of reorganisation of school education in West Bengal was taken up it was felt that the creation of a Board of Secondary Education was an integral part of any scheme of reorganisation of this important branch of education; and the West Bengal Secondary Education Act providing for the creation of such a body was passed in 1950 and the Board actually came into existence in 1951. The members of the Board, the majority of whom are elected, represent various independent educational interests and institutions including the University of Calcutta. The democratic principle followed in the constitution of the Board is a bold step, and it remains to be seen how it works for the better administration and control of Secondary Education in the State. Although the Board is an autonomous statutory body the State Government has some

overriding powers particularly in the matter of development plans which, after they have been prepared by the Board, will have to be submitted to Government for its approval. As regards the appointment of the President it is laid down in the Act that "during five years from the establishment of the Board, the State Government shall appoint any person it thinks fit as the President; and thereafter the President shall be appointed by the State Government from a panel of four persons elected by the Board". Traces of dual control still persist in the system of inspection. The Board has no inspecting agency of its own. The work of inspection is done by Government officers who are not in any way under the control of the Board. This system which may not appear very satisfactory from the theoretical point of view has its advantages. As Government inspectors are not likely to be influenced by individual members of the Board particularly when teachers, Headmasters and representatives of the Managing Committees are on the Board or by local interests, it may be expected that their reports will be free from bias or prejudice and will be valuable instruments for checking or preventing corrupt practices.

While the Board of Secondary Education exercises general supervision and control over High Schools their internal management is done by Managing Committees. In the case of Government Schools, however, Managing Committees are more or less advisory bodies.

Turning to Middle Schools and Extended M. E. Schools (Junior High Schools) one finds that these have not yet fully come under the Board of Secondary Education but are largely controlled by the District Inspectors of Schools and Education Directorate. These will eventually be converted into Senior Basic or Junior High Schools teaching up to Class VIII and then it will be time for the Secondary Education Board to extend its control over these schools also.

(i) **Expenditure: Middle Schools:** The total expenditure for Middle Schools went up from Rs. 31,43,616 in 1947-48 to Rs. 59,80,242 in 1951-52. Out of the total expenditure in 1951-52 the Central Government contributed Rs. 47,952 or 0.8 per cent., the State Government Rs. 13,05,859 or 21.84 per cent., District Boards Rs. 2,75,068 or 4.6 per cent., Municipal Boards Rs. 52,321 or 0.87 per cent. while as much as Rs. 42,99,042 or 71.89 per cent. came from fees, endowments and other sources. In other words, the principal source of income of Middle Schools was the fees paid by the pupils. Table D gives the expenditure for Middle Schools according to sources during the quinquennium.

Table D

Statistics of Middle Schools for the period from 1947-48 to 1951-52

EXPENDITURE ACCORDING TO SOURCES

Years.	Government.		District Boards.	Municipal Boards.	Fees, Endowments and other sources.	Total.
	Central.	State.				
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1947-48	*	7,06,573	3,23,029	52,608	20,60,506	31,43,616
1948-49	*	10,40,150	2,57,573	57,358	23,93,855	37,57,936
1949-50	31,152	13,43,790	2,98,801	57,344	32,43,457	49,74,544
1950-51	29,007	16,31,522	2,96,076	73,959	37,85,492	53,21,956
1951-52	47,952	13,05,859	2,75,068	52,321	42,99,042	59,80,242

*No statistics of expenditure from Central Government Funds were maintained during 1947-48 and 1948-49.

High Schools: The total expenditure for High Schools went up from Rs. 1,74,68,526 in 1947-48 to Rs. 2,82,14,025 in 1951-52. The Central Government contributed Rs. 1,87,629 or 0.67 per cent., the State Government Rs. 42,05,172 or 14.9 per cent., District Boards Rs. 28,587 or 0.1 per cent., Municipal Boards Rs. 69,697 or 0.25 per cent. of the total expenditure in 1951-52 while no less than Rs. 2,37,22,940 or 84.08 per cent. of it came from fees, endowments and other sources. The figures clearly show that the High Schools, even more than the Middle Schools, depended upon the fees realised from the pupils. But as the fee rates were not high the schools had to admit as many pupils as possible. This dependence upon the fee income for their very existence is not good for schools, as a very large enrolment of scholars which is an inevitable consequence of this dependence, makes it impossible for school authorities to maintain proper discipline or a reasonably high standard of teaching and examination. Schools should be helped with liberal grants from public funds so that they may not be forced to lower their standards due to insufficient income from other sources. Table E gives the expenditure for High Schools according to sources during the quinquennium.

Table E

Statistics of High Schools from 1947-48 to 1951-52

EXPENDITURE ACCORDING TO SOURCES

Years.	Government Funds.		District Boards.	Municipal Boards.	Fees, Endowments and other sources.	Total.
	Central.	State.				
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1947-48	*	32,99,359	16,119	75,904	1,40,77,144	1,74,68,526
1948-49	*	48,63,046	21,608	89,921	1,71,07,153	2,15,81,723
1949-50	1,08,087	46,26,917	25,153	88,172	2,01,59,384	2,50,08,313
1950-51	2,47,651	50,71,794	23,305	78,151	2,22,30,647	2,76,65,633
1951-52	1,87,629	42,05,172	28,587	69,697	2,37,22,940	2,82,14,025

*No separate statistics of Expenditure from Central Government Funds were maintained during 1947-48 and 1948-49.

It will be noticed from Tables D and E that State expenditure for Middle and High Schools which increased from year to year decreased in the last year of the quinquennium. This does not indicate any reduction in the allotment of State funds for Secondary Education, but was in fact due to the inability of the Board of Secondary Education which had just come into existence to distribute a considerable portion of the grants-in-aid to schools within the financial year.

The per capita expenditure in High as well as Middle Schools in 1947-48 and 1951-52 is given below:—

	Average annual cost per pupil.	
	1947-48	1951-52
	Rs.	Rs.
High Schools	45.1	65
Middle Schools	23.2	40.5

The increase in the per capita expenditure does not necessarily imply any improvement in the standard of education. It was largely due to the higher rates at which teachers were paid, but these higher rates did not mean much relief to the teacher on account of the high cost of living since the war.

(ii) New schemes and experiments and outstanding problems

The entire system of secondary education in West Bengal is passing through great changes as a result of the passing of the West Bengal Secondary Education Act, 1950. The new organization under the Board of Secondary Education, a Statutory Body with a majority of elected members representing various educational interests, is itself a great experiment. The proposed diversification of the curriculum together with the setting up of new types of schools for pupils of different aptitude and abilities will mark another stage in the scheme of reform in this line. Meanwhile Government has already added technical wings to its High Schools at Barrackpore and Uttarpara in anticipation of the setting up of multilateral schools. Barrackpore and Uttarpara have been selected for this new type of schools with technical wings as they are within the industrial area and are thus expected to be suitable for the purpose.

The separation of primary classes from High Schools and the introduction of English from the commencement of the Secondary stage and not earlier are two new measures the effects of which will have to be closely watched. The degree of correlation between the primary and the secondary stages will come out when students after completing the former enter into the latter. In some quarters it is apprehended that the degree of correlation is not sufficient. Actual experience will show how far this separation of primary classes from high schools is a move in the right direction. The practice of holding those classes in the morning is a new feature. Morning time may be better than midday for primary classes though it may give rise to difficulties in some respects. One thing about which the authorities of these schools should be very particular is that there may not be any deterioration in the standard of teaching in the primary classes due to lack of supervision in the morning.

Though the number of High and Middle Schools in the State as a whole has increased during the quinquennium still there are areas which are not properly served with schools for imparting secondary education. This will become clear from the tables showing the number of schools under different management, district by district, in 1951-52.

Table F

Middle Schools (Indian) with pupils district by district in West Bengal in 1951-52.

Districts.	Number of schools.						Total.	Number of pupils.			
	Government.		District Board.	Municipal Board.	Private.			Boys.	Girls.	Total.	
	Central.	State.			Aided.	Unaided.					
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	
1. Burdwan	..	1	..	..	116	24	141	19,361	5,482	24,843
2. Birbhum	66	5	71	9,064	1,904	10,968	
3. Bankura	4	..	75	6	85	6,869	617	7,486	
4. Midnapore	..	1	1	..	157	47	206	15,299	2,439	17,738	
5. Howrah	1	64	18	83	5,699	3,495	9,194	
6. Hooghly	53	29	82	7,169	2,933	10,102	
7. 24 Parganas	1	147	72	220	14,755	5,837	20,592	
8. Calcutta	..	2	..	..	21	6	29	3,520	2,650	6,170
9. Nadia	33	12	45	3,467	1,162	4,629	
10. Murshidabad	54	26	80	3,949	1,145	5,094	
11. West Dinajpur	27	11	38	4,528	1,526	6,054	
12. Malda	1	..	38	5	44	2,474	271	2,745	
13. Jalpaiguri	32	10	42	1,938	902	2,840	
14. Darjeeling	1	28	3	32	4,234	1,577	5,811	
15. Cooch Behar	..	79	..	..	5	..	84	5,519	2,813	8,332
Total	..	2	81	6	3	916	274	1,282	107,845	34,753	142,598

Table C

*Number of High Schools and Scholars District by District in West Bengal
in 1951-52 (Indian Schools only).*

Districts.	Number of Schools.						Total.	Number of Scholars.			
	Government.		District Board.	Municipal Board.	Private.			Boys.	Girls.	Total.	
	Central.	State.			Aided.	Unaided.					
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	
1. Burdwan	..	2	..	..	75	43	120	33,779	3,363	37,142
2. Birbhum	1	..	30	3	34	10,204	902	11,106	
3. Bankura	1	..	37	10	48	12,665	635	13,300	
4. Midnapore	..	1	1	..	123	42	167	40,750	1,753	42,503	
5. Howrah	1	..	51	34	86	28,753	6,186	34,939	
6. Hooghly	3	..	63	37	103	27,821	2,699	30,520	
7. 24-Parganas	3	..	111	96	211	60,394	10,429	70,823	
8. Calcutta	7	..	55	106	168	86,767	33,360	120,127	
9. Nadia	2	..	40	18	60	16,954	2,767	19,721	
10. Murshidabad	1	..	43	12	56	15,158	628	15,786	
11. West Dinajpur	10	6	16	4,663	394	5,057	
12. Malda	1	..	16	8	25	5,515	480	5,995	
13. Jalpaiguri	..	1	2	..	12	3	18	5,179	1,280	6,459	
14. Darjeeling	2	..	13	4	19	5,796	2,231	8,027	
15. Cooch Behar	2	..	8	1	11	4,698	446	5,144	
Total	..	4	27	..	1	687	423	1,142	359,096	67,553	426,649

The smaller districts will of course have fewer schools. But the wide disparity in the number of schools in the different districts does not bear a correct relation to their population and educational requirements. Calcutta with a total population of 2,548,677 has an average enrolment of 715 in its 211 high schools whereas Malda with a total population of 937,580 has an average enrolment of 240 only in its 25 high schools. That Calcutta with its vast urban population requires many more schools is evident from the great overcrowding in its schools and the difficulty parents and guardians experience in getting their children or wards admitted to a school. 24-Parganas and Midnapore, the two biggest districts in the State with total populations of 4,609,309 and 3,359,022 respectively, have an average enrolment of 335 and 254.5 respectively, in their high schools. While in most of the districts the average enrolment in the high schools is about 300, the average in Howrah is 406, in Darjeeling 422 and in Cooch Behar 467.6. One of the most important functions of the Board of Secondary Education will be to make a survey of the existing facilities for secondary education in the State and formulate a plan for its development. While going into the question of the number of schools one cannot but be painfully conscious of the serious deterioration in the standard of teaching and discipline in them. The question is not merely of more schools but of good schools where the future citizens of the country will receive their training in character in addition to acquiring knowledge which will be useful in life.

CHAPTER VI

TRAINING OF TEACHERS

(i) Trends and developments

Teachers hold the key position in every scheme of education. If it is possible to make any distinction between the different stages of education in this matter it must be admitted that the importance of teachers is greater in the lower stages than in the higher. A student who has attained maturity need not depend upon the teacher so much as the immature pupil of tender age. A teacher who has to deal with students who are just beginning to learn or who are yet in schools, should be well-acquainted with the scientific basis of his or her work and be trained in the art of putting the knowledge thus acquired into practice. A school teacher should not only know what to teach but also how to teach. The "what" and the "how" are thus intimately connected, but it is really astonishing that until recently many people were not sufficiently aware of this vital fact. That there should be anything like professional training for teachers was in the past incomprehensible to many. Happily the outlook has changed, and it is now generally admitted that a teacher should be trained in the up-to-date method of imparting instruction to young learners just as people in other professions have to learn the theory and practice of their professional work.

(a) **Re-orientation of teachers' education:** Investigations in child psychology and in methods of teaching have been continually going on in all advanced countries of the world. The results of these investigations together with the progress of new ideas about the content of education make it necessary to effect re-orientation of teachers' training. Those who are

already in the teaching profession as well as others who intend to join it in future should have a clear idea about the objective of the particular form of education imparted in the country and there should be necessary adjustments in their training as this objective changes or undergoes modification from time to time. The aim of school education is no longer simply to impart instruction of a bookish type but to develop the personality as well as the intelligence of the child so that he or she may grow up into a useful citizen of a free, democratic country. It has now come to be realized that mere bookish knowledge cannot be regarded as an adequate or suitable equipment for life. Nor is it sufficiently interesting and effective as a means to achieving the limited aim of developing the child's intelligence. The natural inclination of a child lies in the direction of playful or, at a grown-up stage, of creative activity. Hence the principle of education through activity has been accepted, and the great experiment of Basic Education has been set on foot. Basic Education will not be confined to the primary stage only but in due course will be extended to a certain point in the secondary stage.

As a natural corollary to this fundamental change in the very conception of education there must be re-orientation of teachers' training also. Both the Central Advisory Board of Education and the School Education Committee of West Bengal have recommended a more practical bias in the training of teachers, so that in addition to studying the usual subjects for training courses they may also have some training in selected crafts and physical education, and, what is more important for their practical purpose, study the correlation between the crafts and other activities on the one hand and the general subjects to be taught in schools on the other. Steps were taken during the quinquennium for providing training of this new type. This had to be done even before the schools of the new type came into existence, as instruction in the new education could be given only by teachers with the requisite training. Basic Training Colleges and Basic Training Schools were started for training teachers in the method and technique of Basic Education. The syllabus and courses of studies in these institutions are materially different from those in other institutions for the training of teachers and have a more practical bias. Even in the general training colleges new subjects such as Comparative Education, Educational and Mental Measurements, Social and Abnormal Psychology, Mental Hygiene and Child Guidance, Methods and Organization of Nursery, Kindergarten and Montessori Schools, and Education of the Handicapped have been introduced to meet the requirements of modern education.

(b) Training Institutions and enrolment: There are four different categories of institutions for the training of teachers in West Bengal, viz., Primary Training Schools for training teachers of Primary Schools of the traditional type, Basic Training Schools for the training of teachers of Basic (Primary) Schools, Basic Training Colleges for training teachers of Basic Training Schools, and Training Colleges for training teachers of Secondary Schools. The trainees in institutions of the last two categories must be graduates, while those in others are generally speaking under-graduates or Matriculates. Since the introduction of Basic (Primary) Education which in course of time is intended to replace Primary Education of the old type the number of Primary Training Schools has been decreasing. Their total number came down from 54 in 1947-48 to 42 in 1951-52 and their enrolment from 1,364 to 888. Basic Education which is making slow but steady progress was introduced in 1948-49. The number of Basic Training Schools increased from 2 in 1948-49 to 11 in 1951-52. Correspondingly their enrolment also increased from 146 to 535. The number of Primary Training

Schools and Basic Training Schools under different managements together with their enrolments during the quinquennium are shown separately in Tables A and B.

Table A*Primary Training Schools—Number and Enrolment*

Year.				Number of Institu- tions.	Enrol- ment.
1947-48	..	..	..	54	1,364
1948-49	..	..	..	55	1,309
1949-50	..	..	..	43	1,129
1950-51	..	..	..	42	807
1951-52	..	..	..	42	888

Table B*Basic Training Schools—Number and Enrolment*

Year.				Number of Institu- tions.	Enrol- ment.
1948-49	..	..	..	2	146
1949-50	..	..	..	10	357
1950-51	..	..	..	11	574
1951-52	..	..	..	11	535

The Primary Training Schools run by the Calcutta Corporation was the solitary institution of its kind under Municipal management. While there were a few unaided Primary Training Schools during the period under review, Basic Training Schools were either directly managed or sponsored by the State, there being not a single unaided institution of its kind.

Two Basic Training Colleges—one for men and the other for women—were started by Government in 1948-49 with 51 and 32 trainees respectively. Within two years the number of trainees began to fall; in 1950-51 the numbers came down to 22 and 16 respectively. Next year the Basic Training College for Women was temporarily abolished as a separate institution and, as an experimental measure, was amalgamated with the Basic Training College for Men which thus became a co-educational institution with 21 men and 9 women trainees. The fall in the number of trainees in these two colleges was due to the difficulty in absorbing all the successful trainees in the few Basic Training Schools which could be established by the time they passed out. A more important reason, however, for this decrease in enrolment was the slow progress of Basic Education in West Bengal due to the people's misgivings about the fundamental change in the basis of education. The enrolment in these two institutions since their inception is given below in a tabulated form:—

Table C*Enrolment in Basic Training Colleges*

				Men.	Women.	Total.
1948-49	..	..	..	51	32	83
1949-50	..	..	..	52	28	80
1950-51	..	..	..	22	16	38
1951-52	..	..	..	21	9	30

For the training of teachers of Secondary Schools there were two institutions exclusively for this purpose, viz., the David Hare Training College in Calcutta run by the State Government and the Union Christian Training College at Berhampore, a missionary institution aided by Government. In addition to these there were the Teachers' Training Departments of the Calcutta and Visva-Bharati Universities, and of Loreto House and Scottish Church College. Both the David Hare Training College and the Union Christian Training College are co-educational institutions. The Teachers' Training Departments of the Calcutta and Visva-Bharati Universities also admit both men and women, but the Teachers' Training Departments of both Loreto House and Scottish Church College admit only women. It is significant that there is not a single Training College or department which does not admit women, while two of them are meant exclusively for women. This is a clear indication of the great demand for training among women. It is really encouraging to find that more and more women are coming forward for training as teachers and that they are being given facilities wherever there is arrangement for teachers' training. It has already been noted in preceding chapters that the proportion of trained teachers to untrained ones is higher among women than among men. This has produced beneficial results in the field of girls' education, for it is often seen that in different examinations the percentage of success among girls is higher than that among boys.

These institutions for training graduate teachers of Secondary Schools have one year's course leading to the B. T. degree. In 1951-52 the post-graduate degrees of M.A. and M.Sc. in Education were instituted by the Calcutta University, and arrangements were made for preparing candidates for this new degree jointly by the David Hare Training College and the Teachers' Training Department of the University. The total number of seats available in the training institutions was very small at the beginning of the quinquennium, but owing to the increasing demand for training among teachers and in view of its urgent necessity the number of seats in the David Hare Training College and also in the Teachers' Training Department of the Calcutta University was very substantially increased. While the enrolment in the former increased from 62 in 1947-48 to 231 in 1951-52 and that in the latter from 88 to 157, the total enrolment in all the institutions of this kind rose from 195 in 1947-48 to as many as 470 in 1951-52. During the period under review the number of men undergoing training for the B. T. degree increased from 108 to 272 and that of women from 87 to 198. The institutions and their enrolment year by year for the period 1947-48 to 1951-52 are given in Table D.

Table D

Enrolment in Training Colleges

	Men.	Women.	Total.
1947-48	108	87	195
1948-49	128	117	245
1949-50	201	154	355
1950-51	252	149	401
1951-52	272	198	470

N.B.—The above figures include students of Training Classes attached to General Colleges and Universities.

(c) **Grants and salaries of teachers:** In order to encourage the training of persons who had entered the teaching profession or who intended to do so Government had a system of awarding stipends to trainees in training institutions of different categories. Trainees in Primary Training Schools were awarded stipends at the rate of Rs. 20 per month while those in Basic Training Schools received stipends at the rate of Rs. 30 per month. Teachers deputed to Basic Training Schools by District School Boards enjoyed the stipend in addition to their pay and dearness allowance. Graduate trainees in the Basic Training College were awarded stipends at the rate of Rs. 40 per month in the case of men and Rs. 50 per month in the case of women. While all trainees in Primary Training Schools, Basic Training Schools and Basic Training Colleges were awarded stipends, only a selected number of trainees in the David Hare Training College could be awarded stipends. This number was 80 (46 men and 34 women) in 1951-52, and the value of the stipend was Rs. 50 per month. Five special stipends of the same value were awarded to trainees belonging to Scheduled Castes and backward communities. For the benefit of teachers of aided High Schools undergoing training Government asked the authorities of all such schools to pay them half the salary if they enjoyed stipends and full salary if they did not do so during the period of deputation. This instruction of Government was acted upon by the authorities concerned and was very much appreciated by the teachers. Any deficit incurred by a school on this account was fully met by Government by enhanced grant-in-aid.

(d) **New Types of Institutions:** Mention has already been made of the significant change in the very idea of education and of the starting of institutions of a new type for teaching the theory and practice of this new education which is known as Basic Education. A start was made in 1948 with two Basic Training Colleges—one at Banipur for men, the other at Alipore for women—subsequently amalgamated into one co-educational institution at Banipur. Here graduates are trained so that they may be employed for training teachers of Basic Training Schools or for inspecting Basic Schools. The starting of these Basic Training Colleges was soon followed by the starting of Basic Training Schools, the number of which was at first two but rose to eleven by the end of the quinquennium, eight of these being directly managed by the State and the remaining three sponsored by it. These institutions train teachers for Basic Schools which, it is hoped, will ultimately replace Primary Schools of the old type and will also cover a portion of secondary education in the lower stage.

(e) **Expenditure:** The growing realization of the importance of teachers' training is reflected in the steadily increasing expenditure under this head during the quinquennium. In the case of Primary Training Schools, however, the expenditure showed a decrease. This was due to the Government policy of giving less encouragement to these schools than to Basic Training Schools which increased in number as Primary Training Schools decreased. The extent to which Basic Training Schools were encouraged will become clear when we consider the expenditure for them in the last two years of the quinquennium and compare it with that in the first two years of their existence. From Rs. 55,116 in 1949-50 the total direct expenditure suddenly jumped to Rs. 1,98,089 in 1950-51 and rose still further in 1951-52 when it stood at Rs. 2,16,507. These figures acquire their full significance when it is remembered that the number of Basic Training Schools at the end of the quinquennium was only 11. It will also be noticed that in the case of Primary Training Schools although Government contributed the major share the total expenditure included funds from other sources which were not inconsiderable, but in the case of Basic

Training Schools Government bore all the expenses during the first three years and only about a thousand rupees came from other sources in the last year of the quinquennium. The total direct expenditure and the expenditure of Government funds for Primary Training and Basic Training Schools are given in Tables E and F respectively.

Table E*Direct Expenditure for Primary Training Schools*

					Government Funds.	Total.
					Rs.	Rs.
1947-48	..	..	..	..	3,22,458	3,99,899
1948-49	..	..	..	..	3,89,496	4,98,224
1949-50	..	..	..	..	2,79,340	3,35,335
1950-51	..	..	..	..	2,40,551	3,22,266
1951-52	..	..	..	..	2,70,849	3,41,725

Table F*Direct Expenditure for Basic Training Schools*

					Government Funds.	Total.
					Rs.	Rs.
1949-49	..	..	..	..	45,445	45,445
1949-50	..	..	..	..	55,116	55,116
1950-51	..	..	..	..	1,98,089	1,98,089
1951-52	..	..	..	..	2,15,536	2,16,507

The total direct expenditure for the Basic Training College for Men at Banipur as also for the Basic Training College for Women at Alipore (until its amalgamation with the former in 1951) was borne entirely by the State Government. The way in which this expenditure increased from year to year is indeed remarkable. In 1951-52 the total expenditure for the amalgamated institutions was slightly less than the total expenditure for them in the previous year when they functioned separately. This economy was the natural consequence of the amalgamation and was not due to any desire on the part of Government to spend less on this account. The expenditure for Basic Training Colleges is given in Table G.

Table G*Direct Expenditure for Basic Training Colleges*

					Government Funds.	Total
					Rs.	Rs.
1948-49	..	..	..	..	49,680	49,680
1949-50	..	..	..	..	1,18,461	1,18,461
1950-51	..	..	..	..	1,49,059	1,49,059
1951-52	..	..	..	..	1,23,536	1,23,536

Of the institutions providing training for teachers of Secondary Schools, the training departments attached to the Calcutta and Visva-Bharati Universities and the Scottish Church College and Loreto House do not maintain separate accounts, the total expenditure is shown against each institution as a whole. Our observations here will be concerned with the David Hare Training College and the Union Christian Training College. The expenditure of the former, which is a Government institution, rose from Rs. 1,10,048 in 1947-48 to Rs. 2,01,216 in 1951-52. This increase in expenditure was due to the expansion and development of the institution where greater facilities were provided for the trainees whose number rose from 62 in 1947-48 to 231 in 1951-52. The College received grants of Rs. 43,811 and Rs. 29,936 from the Government of India in 1950-51 and 1951-52 respectively. The Union Christian Training College at Berhampore which is a private institution run by a Christian Mission received liberal grants from the State Government to supplement its income from fees and other sources. The direct expenditure for Training Colleges for teachers of Secondary Schools is given in Table H.

Table H

Direct Expenditure for Training Colleges for Secondary School Teachers.

	Govern- ment Funds.		Total.
	Rs.	Rs.	Rs.
	1947-48	85,360	1,20,728
1948-49	1,55,172	1,68,870	
1949-50	1,25,933	1,39,745	
1950-51	1,29,902	1,42,654	
1951-52	2,06,758	2,20,023	

(f) **Output:** The total output of trained personnel of Primary Training Schools showed definite signs of declining during the quinquennium. It will be evident from Table I that the number of candidates appearing at the passing-out examination as well as the number of those who actually passed the examination progressively decreased. In the last year of the quinquennium, however, there was slight improvement in the numbers. This decline was partly due to the inauguration of the scheme of Basic Education as a result of which some candidates who would have gone in for training in the Primary Training Schools went to the Basic Training Schools and partly to the pay and emoluments of Primary School teachers not being regarded as sufficiently attractive to people in these days of high prices.

Table I

Examination Results of Primary Training Schools.

	Number appeared.	Number passed.
1947-48	1,335	1,156
1948-49	1,072	914
1949-50	1,032	614
1950-51	811	636
1951-52	933	640

When we turn from the Primary Training Schools to the Basic Training Schools we find that here from small beginnings which were natural the number of persons undergoing training and also the number of those who successfully completed the training increased from year to year. But in the last year of the quinquennium there was a slight decrease in the number of persons undergoing training and, what was really unfortunate, as many as 100 trainees failed to pass the examination at the end of the training period. Some difficulty was experienced in suitably providing all those who were trained in the Basic Training Schools as it was not possible to start Basic (Primary) Schools in sufficient number quickly enough. This led to the employment of some Basic trained personnel in ordinary Primary Schools. Table J shows the number of trainees in Basic Training Schools as well as the number passed during the quinquennium.

Table J
Results of Basic Training Schools

					Number appeared.	Number passed.
1947-48	..	..	..	..	..	..
1948-49	..	..	..	..	136	127
1949-50	..	..	..	..	185	170
1950-51	..	..	..	..	599	542
1951-52	..	..	..	..	543	443

It is very much to be regretted that the output of the Basic Training Colleges which were started with high hopes in 1948 and for which Government spent quite a lot of money, steadily declined from year to year. These colleges started with 80 trainees, all of whom passed. This should have encouraged prospective trainees, but, in actual fact, in the second year of their existence the number of trainees fell to 43 only out of whom 40 passed. In subsequent years also the numbers unfortunately continued to decline till they came down to 30 appearing and 29 passing. This was due to certain reasons which have already been mentioned and it only emphasises the necessity of creating public opinion in favour of the new schemes. Table K gives the number of trainees and their result in the Basic Training Colleges.

Table K
Examination Results of Basic Training Colleges

					Number appeared.	Number passed.
1948-49	..	..	..	..	80	80
1949-50	..	..	..	..	43	40
1950-51	..	..	..	..	38	36
1951-52	..	..	..	..	30	29

When we turn to the output of training colleges for teachers of secondary schools we see a much more encouraging picture. To meet the increasing demand for training of these teachers increased facilities were provided in Government and other institutions and these were fully utilized. The extent to which the output of trained teachers of secondary schools increased during the quinquennium will become evident from a glance at Table L. In 1947-48 only 187 candidates appeared at the B.T. Examination out of

whom 153 came out successful. In 1951-52 the numbers rose to 435 and 310 respectively. Encouraging as these figures are it must be admitted that the supply of trained teachers for secondary schools is not yet sufficient to meet the requirements of the State, and every year the applications of many candidates for training have to be turned down for want of accommodation.

Table L

Examination Results of Training Colleges for Secondary School Teachers.

					Number appeared.	Number passed.
1947-48	..	..	..	..	187	153
1948-49	..	..	..	..	242	176
1949-50	..	..	..	..	318	263
1950-51	..	..	..	..	377	291
1951-52	..	..	..	..	435	310

(ii) New experiments and outstanding problems

The scheme of Basic Physical Training for women which had been introduced in the David Hare Training College towards the end of the previous quinquennium was continued during the present quinquennium with increasing success. This new experiment was felt necessary when in 1946 the College of Physical Education for Women was closed down. It is gratifying to note that almost all women students of the college attended classes in the theory and practice of Physical Education and gave practice teaching lessons on the subject.

Another interesting experiment in physical education for women made at the same college was an intensive course of training in the subject introduced at the beginning of the quinquennium for such women students as were interested and gave evidence of special aptitude in this direction in the Basic Physical Training Course. The intensive course was held for three months—from July to September—on the termination of the B.T. Course every year.

The most important event connected with the training of teachers in West Bengal was the starting in 1951-52 of the Psychological and Pedagogic Bureau attached to the David Hare Training College. It has for its objects the formulation and standardization of Intelligence and Aptitude Tests and also of Attainment Tests including improvement of the current technique of examination, giving vocational guidance to scholars, training of personnel for administering tests, giving advice to schools in maintaining school records of individual scholars in proper form, and investigation of such problems as Government from time to time may consider necessary for the improvement of school education in the State. This Bureau is intended to serve as a clearing house of up-to-date information relating to educational development and research, and will publish bulletins—occasional and periodical—containing digests of such information and also of research work done at the Bureau. But its work could not start in full swing as the appointment of the additional staff could not be made during the quinquennium. A miniature Psychological Laboratory has been set up in the college building to serve the purpose of the Bureau for the time being, but it is hoped that adequate accommodation for it will be provided in the near future.

The outstanding problem in connection with teachers' training is the provision of more facilities which is very necessary in view of the great demand for training. But it would not be wise to increase unduly the roll strength of any particular institution. There should be more institutions for this purpose and not merely more seats. With the increase in the number of trainees the number of stipends and deputation allowances should also be proportionately increased to relieve the distress of teachers under training. But while admitting more trainees the authorities of the institutions should be careful so that the right type of candidates are selected and there may not be among them any who choose teaching as their profession simply because they are good for nothing else. This brings us again to the very important question of raising the status of the school teacher to whom is entrusted the sacred charge of educating the future citizens of the State.

There should also be arrangements for refresher courses for trained teachers. This is no less important than the training itself as it is extremely necessary that teachers should have opportunities for acquiring fresh knowledge about their profession even after they have undergone training and thus be able to keep themselves up-to-date in the theory and practice of teaching.

The admission of women in the David Hare Training College has created some problems which require solution. In addition to the subjects in which separate lectures are arranged for them there are others in which joint classes are held for men and women. But the women's section is located in Alipore which is quite a distance from Ballygunge where the David Hare Training College is situated. This cannot but cause inconvenience to the trainees in spite of the arrangement for their transport from one place to the other. The college being mainly a residential one the two sections including the hostels should be located near each other. The other alternative is to have two separate institutions—one for men and the other for women.

The problem with Basic Training, apart from the lack of popular support and enthusiasm, is the dearth of suitable literature on the subject. The teachers' handbook, published by Government with the help of the Principal and staff of the Basic Training College, is no doubt helpful. But the need of more literature on the subject is keenly felt.

CHAPTER VII

UNIVERSITY EDUCATION

(i) Trends and developments

The first university of the western type in the sub-continent of India including Burma and Ceylon was established in Calcutta nearly a century ago in 1857. English education in this part of the sub-continent had begun even earlier with the foundation of the Hindu College in 1817. This institution which admitted only Hindu students was thrown open to students of all communities in 1855 when its name was changed to Presidency College. Soon after the foundation of the Hindu College several other colleges were started in and around Calcutta by Government and Christian Missions. By the time Calcutta University was started there were several colleges already in existence. The University which was modelled on the London University started functioning purely as an affiliating body whose main functions were to grant affiliation to colleges

and recognition to high schools, to lay down courses of studies, to hold examinations and confer degrees. The University had no arrangement of its own for teaching which was done entirely in the schools and colleges; and research work for extending the bounds of knowledge was quite unknown here in those days. The motto of the University was "Advancement of Learning", not "Advancement of Knowledge". The motto correctly indicated the aim of the University which in those early days was bound to be a limited one, viz., to impart instruction to the youth of the country in English literature, European history, Western philosophy and science. The classical literature of the East also found a place in the scheme despite Macaulay's contempt for it. This aim may be said to have been fulfilled as the number of persons who received this education went on increasing, and it was generally believed that the education which they received served them well.

But years brought with them changed circumstances and a changed perspective from which the function of the University came to be viewed. The University was indeed the biggest in the East but it was merely an examining body. But the proper function of a university is to teach, not merely to examine. The realization of this very important fact by the late Sir Ashutosh Mookerjee, who as Vice-Chancellor left the most profound and abiding impress of his personality upon the University and his strong determination to give it a practical shape, turned the Calcutta University from a mere examining body to a great institution for Post-Graduate study and research. Arrangements were also made for under-graduate studies in subjects for which there were no facilities in the colleges.

Although the function of the University changed its constitution did not change. It continued to be governed by the Act of 1904. Under this Act about 80 per cent. of the members of the Senate were nominated by the Chancellor, and the scope of election was very very narrow and limited. Teachers practically had no voice in the management of the affairs of the University. Until recently it was saddled with the tremendous burden of secondary education which properly speaking should be no part of the duties of a university. For a pretty long time the old structure of the University has been in need of being overhauled. The Calcutta University Commission presided over by Sir Michael Sadler made a thorough investigation of the working of the University and produced in 1919 a very elaborate report containing its recommendations which unfortunately could not be given effect. The creation of the University of Dacca and of the Board of Secondary and Intermediate Education, Dacca, was the only outcome in Bengal of the Sadler Commission's report. But that did not mean anything to the Calcutta University beyond taking away from its jurisdiction and control the schools and colleges in the city of Dacca. The creation of new universities in other parts of India from time to time meant a shrinking of the territorial jurisdiction of the Calcutta University. But so rapid was the increase in the number of students that the loss in number due to the creation of new universities was soon more than made up.

(a) **The Indian Universities Commission and implementation of its recommendations:** The University of Calcutta went on with its old and obsolete structure which was ill-suited to the spirit of the time. It became more so after the achievement of Independence when the task of building up the nation fell in a very large measure upon the universities of India. In order to fulfil that task the universities should reflect the enlightened mind of the nation as a whole, in other words, they should be democratic in their constitution, and teachers who are the people directly concerned with education, should be given an effective voice in the conduct of their affairs. In 1948 the Ministry of Education of the Government of India

appointed the Indian Universities Commission with Dr. S. Radhakrishnan as Chairman and a number of eminent educationists, scholars and scientists—Indian, British and American—as its members to go into the whole question of university education in India, to find out how far they are suitable for meeting the requirements of the nation, whether the facilities they afforded were adequate and to make recommendations for the improvement of university education in the country as a whole and for the extension of its facilities. The Commission whose chairman was long associated with the Calcutta University as one of its professors had on its personnel more than one distinguished alumnus of the Calcutta University, one of whom was a distinguished professor of science of the University. The first volume of its report which has come out contains, besides a critical survey of university education in India as a whole, many interesting observations and valuable recommendations about the different universities in the country. It has commented upon the general deterioration of the standards of teaching and discipline in the universities, the danger of teacher-politicians, the low salaries of teachers and the resulting demoralization.

With regard to standards of teaching the Commission recommends among other things:

- (1) that the standard of admission to the university courses should correspond to that of the present intermediate examination, i.e., after the completion of 12 years of study at a school and an intermediate college;
- (2) that in each province (State) a large number of well-equipped and well-staffed intermediate colleges be established;
- (3) that in order to divert students to different vocations after 10 to 12 years of schooling a large number of occupational institutes be opened;
- (4) that refresher courses be organized by the universities for high school and intermediate college teachers;
- (5) that to avoid overcrowding at universities and colleges the maximum number in the Arts and Science faculties of a teaching university be fixed at 3,000 and in an affiliated college 1,500;
- (6) that the number of working days be substantially increased to ensure a minimum of 180 in the year, exclusive of examination days, with three terms, each of about 11 weeks' duration.
- (7) that lectures be carefully planned and supplemented by tutorials, library work and written exercises;
- (8) that there be no *prescribed* text-books for any courses of study;
- (9) that attendance at lectures be compulsory for under-graduate students as at present, and that private candidates of only certain categories be allowed to appear for public examinations. An experiment should, however, be made with evening colleges for working people;
- (10) that tutorial instruction be developed in all institutions imparting university education in the following manner:—
 - (a) students should report to tutors in groups not exceeding 6 in number;
 - (b) tutorials should be made available to all under-graduates, both pass and honours;

- (c) tutorials should stimulate the mental development of students and should not become mere coaching for examinations;
- (d) if tutorials are to succeed, the teaching staff should be improved in quality and quantity.

The above recommendations, if acted upon, will undoubtedly improve the generally low standards of teaching in our colleges.

As regards courses of study the Commission is critical about the effects of overspecialization and recommends a well-balanced general education which will enable one to live a full life, usually including an experience of mastery in some specialized field. It recommends a three years' course for the Bachelor's degree in Science and Arts, whether for Pass or Honours, and one year's course for the Master's degree in the case of Honours graduates and two years' course in that of Pass graduates. This was recommended by the Calcutta University Commission in 1917 but was not put into effect. Unless this is done the standard of the Bachelor's or the Master's degree will not materially improve and Honours graduates preparing for the Master's degree will have the disgusting experience of partly covering the same ground as they did for the Bachelor's degree.

On the subject of examinations the Commission favours objective tests and is of the opinion that pending the development of such tests, there are other definite steps which could be taken to relieve much that is defective and vicious in the present examination system. It regrets that no credit is, at present, given for class work in courses except sometimes in the case of practical work, and says that such credit should be given. It believes that such a practice will be conducive to efficiency both in teaching and learning. "This will make it possible to spread the work uniformly during the academic year and the very common practice of working at high pressure in the last few months immediately preceding the examination, which is notoriously responsible for undermining student health and causing severe nervous strain, will be effectively discouraged."

The Commission's recommendations about the standards of success at university examinations will come as a shock to those who advocate the lowering of standards as a remedy for the wastage due to failures. It suggests that a candidate should get 70 per cent. or more marks to secure a first class, 55 to 69 per cent. for a second class and at least 40 per cent. for a third. It further recommends that the system of awarding grace marks be abolished for the first degree and all higher examinations and that *viva voce* examinations should be employed only for post-graduate and professional degrees.

Apropos of the selection of students for admission to universities the Commission says that opportunity for higher education should be based upon ability, character and industry, and recommends the use of Achievement Tests for the purpose of selection as, in its opinion, examination record cannot be regarded as a completely satisfactory criterion of a student's ability. It is emphatic in its condemnation of all forms of communalism and favouritism in the matter of admission of students. In the interest of social welfare opportunity should be equalized for all deserving students, and this can be done by the institution of scholarships for which an examination should be held. Merit alone should be the criterion for the award of these scholarships. A "Means Test" should be applied only after the results of the examinations are published.

On the most important subject of the constitution and control of universities the Commission's recommendations are—

- (1) that university education be placed on the Concurrent list;
- (2) that the concern of the Central Government with the universities be with regard to finance, co-ordination of facilities in special subjects, adoption of national policies, ensuring minimum standards of efficient administration and liaison between universities and national research laboratories and scientific surveys, etc.;
- (3) that for allocating grants to universities a Central Grants Commission be established;
- (4) that the Grants Commission be helped by panels of experts of different branches;
- (5) that there be no university of the purely affiliating type;
- (6) that government colleges be gradually transformed into constituent colleges of the university;
- (7) that private colleges be recognised only on satisfying the university that—
 - (a) they are eligible for grants-in-aid; and
 - (b) that they are able to undertake the internal assessment of students' work;
- (8) that college governing bodies be properly constituted (and the number of colleges affiliated to a university be limited);
- (9) that the aim of an affiliated college be to develop into a unitary university and later into a federative one;
- (10) that the authorities of the university be as follows:—
 - (a) the Visitor (the Governor-General, now the President),
 - (b) the Chancellor (generally the provincial Governor, now the Governor of the State),
 - (c) the Vice-Chancellor (a whole-time officer),
 - (d) the Senate (Court),
 - (e) the Syndicate (Executive Council),
 - (f) the Academic Council,
 - (g) the Faculties,
 - (h) the Boards of Studies,
 - (i) the Finance Committee, and
 - (j) the Selection Committees;
- (11) that a Grants Allocation Committee be constituted for provinces (States) with universities of the teaching and affiliating type.

In course of its comments and observations on the Calcutta University the Commission draws pointed attention to the huge growth of numbers resulting in terrible overcrowding in some of the affiliated colleges, particularly in the city of Calcutta, with all its evil consequences. The building and equipment of the big colleges in the city are far from satisfactory. The total area in some cases does not extend to even one acre and the rooms can accommodate only a fraction of the students on the rolls. Lectures are arranged in double or treble shifts and practical work

is done in 30 to 40 sections. To arrange proper tutorial classes on which the Commission puts so much emphasis is simply impossible in these colleges which have neither the requisite staff nor the accommodation for this purpose.

In a city like Calcutta whose large population has grown larger still as a result of the partition of Bengal it is difficult to reduce the total number of students. But the Commission believes that it should be possible to prevent students from coming to Calcutta from outside for purposes of study except where the subjects cannot be studied at an outside centre, and to distribute the present number of students in many institutions instead of allowing them to collect in just a few. To reduce the proportion of high school students proceeding to the University it suggests the provision of more appropriate and productive opportunities, and as a first step it has recommended the starting of 4 Occupational Institutions in different parts of the city.

As the University should be concerned with teaching for the degree courses only many of the colleges should be relieved of their responsibility for intermediate teaching while others will have to be content with intermediate teaching only. The situation of intermediate colleges should be planned according to the needs of the different parts of the city and new colleges of this type should be started wherever necessary. The Commission makes an interesting suggestion for establishing at least three new degree colleges which will be mainly residential. The Government House at Barrackpore, Hastings House at Alipore and the grounds of the old Belvedere which now houses the National Library might, in its opinion, be utilized for this purpose. It may be pointed out, however, that at Hastings House which for some time housed the Basic Training College for Women is now located the women's section of the David Hare Training College.

The reduction of numbers in the big colleges, highly desirable as it is, by itself is not enough: the colleges have to be remodelled with more grounds, better facilities for physical education and improved residential accommodation. Inevitably there comes the question of finance. The private colleges of Calcutta which have the largest enrolment of students seeking higher education in West Bengal have carried on for more than half a century without assistance from the Government. In the words of the Commission, "Our National Government has to ensure the maintenance of these institutions which are now wholly dependent on students' fees on a proper financial basis."

The extreme disparity between Government and private institutions in equipment and efficiency and in the salaries of teachers doing the same kind of work has been adversely commented upon by the Commission. Under present conditions the University is helpless in this matter as it has not sufficient funds at its disposal which will be necessary for enforcing standards of efficiency and reasonable scales of pay for the teachers of its affiliated colleges. Its control over private colleges is only nominal and over Government colleges almost nil.

Although Government colleges have shown better results and maintained better discipline than private colleges they have not received the commendation they deserved from Commission which says that some of the colleges under the direct control of the Government have either declined in efficiency or remained in a state of stagnation during the last 30 years. This, in its opinion, is partly due to the service system which often breeds

lack of incentive and does not allow much initiative to the Principal or the teachers. The Commission thinks there is little justification for the continuance of non-professional Government colleges under the present management. But to justify the expenditure on these institutions it suggests that—

- (a) there should be no intermediate classes in any of these institutions;
- (b) the Presidency College is to concentrate entirely on Post-graduate teaching in a certain number of subjects and be an integral part of the University. The services of those teachers of the colleges who are appointed by the University Selection Committee will be continued in the Presidency College and the others should be transferred to other Government colleges;
- (c) the Sanskrit College will naturally concentrate on oriental studies, and the Central Calcutta College on Honours Courses in Arts and Science. The Bethune and Lady Brabourne Colleges will have both Pass and Honours classes and for some time it may be necessary to continue the Intermediate classes until Intermediate Colleges are built for girls in the same localities;
- (d) the colleges at Hooghly and Krishnagar will do both Pass and Honours work and be able to accommodate degree students up to the limit proposed for each college, i.e., 1,500. The Intermediate students who now proceed to these two colleges will have to be educated at new institutions established for them;
- (e) the management of these Government colleges (except the Presidency College which should be handed over to the University with proper safeguards for the existing staff) will be vested in specially constituted Governing Bodies which will be responsible for the entire management of the colleges including appointments.

These suggestions may be acted upon only when the recommendations of the Commission on the different stages of collegiate and university education have been given effect and good, well-equipped Intermediate Colleges have been started in different parts of the State; for it is a duty of the State Government to ensure that the best students from high schools are provided with educational facilities at institutions where the standards of teaching and discipline are fairly high. So far as the Presidency College is concerned, it may be pointed out that for the degree courses in Arts and Science it admits only Honours students and the students admitted to its intermediate classes are among the best of the successful candidates at the School Final Examination. The Sanskrit College has already concentrated on Oriental Studies. A scheme for the co-ordination of studies between the Presidency College and the Sanskrit College has been introduced. According to this new arrangements only Sanskrit, Pali and Ancient Indian History are taught in the latter institution and all other subjects in the former.

Post-graduate education in the University which is under its direct control has come in for some criticism by the Commission. While recognizing the good work done in their early years the Commission says that the Post-graduate departments have not made satisfactory progress in the last 30 years. The University College of Science might have developed along the lines of the Imperial College of Science in London, but failure in this case is attributed to lack of adequate financial support.

Among other defects in the present state of university education in Calcutta the Commission mentions the spirit of indiscipline among university and college students for which the political leaders of the country are to a large extent responsible, the location of the University and other educational institutions in the most congested area where causes of distraction to students are always present, the existence of a large body of discontented students and teachers who easily get involved in mischief on account of disappointment, frustration or unemployment, and finally the undemocratic constitution of the University which has not changed since 1904 and for which there is no parallel in India or outside.

The remedy for many of these defects depends very largely upon properly amending the University's constitution, replacing nomination by election, giving teachers an effective voice in the conduct of its affairs and making suitable changes in respect of important offices. In the Commission's opinion the Vice-Chancellor must be a whole-time salaried officer, holding office for six years, appointed by the Chancellor on the recommendation of the Syndicate. In this connexion it sounds a note of warning against intrigues for power over the appointment of the Chief Officer of the University, and says that the whole idea of standing as a candidate for the Vice-Chancellorship must be suppressed. "The Executive should regard a man's declared intention of seeking the Vice-Chancellorship as *prima facie* evidence of his unfitness for the post." The composition of the Senate should be balanced as between academic and non-academic members and also as between University teachers and teachers of affiliated colleges. In addition to the Faculties and Boards of Studies the Commission has recommended the creation of a new body, viz., the Academic Council consisting mostly of teachers which will co-ordinate the activities of the Faculties and take decisions on all academic matters, thus reminding the executive that "neither finance nor politics but education is the objective". The creation of a Board of Students' Welfare to look after the conditions of students' residence, their health, physical instruction and organisation of games and recreations is a welcome suggestion.

The urgency for the implementation of the Commission's recommendations needs hardly be emphasised. But there was not enough time during the quinquennium to give effect to them even if it is assumed that there was the will. A most significant step, however, has been taken by Government which had the new Calcutta University Act of 1951 passed by the Legislature. This Act will bring about radical and fundamental changes in the constitution of the University by making the office of the Vice-Chancellor a whole-time and salaried one, by giving it a Senate mainly elected and an Academic Council consisting mostly of teachers. Teachers who have so long been ignored will now have a say in the Councils of the University. What use they will make of the opportunity thus afforded will be watched with great interest. They owe it to themselves as well as to the State to discharge their new responsibilities with sober judgment and wisdom derived from their intimate and lively acquaintance with educational problems. Under the new Act the University will also have a Finance Committee, Faculties, Boards of Studies, a Board of Health and a Board of Residence and Discipline besides the Senate, the Syndicate and the Academic Council.

(b) **Reforms/Legislation introduced during the quinquennium:** Reference has already been made to the most important piece of legislation viz., the Calcutta University Act, 1951. Another legislation which has

vitality affected the Calcutta University is the West Bengal Secondary Education Act, 1950, by which the control exercised by the University over high schools for nearly a century has been taken away from it and vested in the Board of Secondary Education. The University has been granted compensation for the loss of revenue on account of its ceasing to hold the Matriculation examination. Both the pieces of legislation were long overdue. Now that the University has been relieved of its responsibility for high schools and will soon have a new constitution based on democratic, academic principles it may be reasonably hoped that the University will be able to serve the cause of higher education much more satisfactorily than before.

(c) **New Universities:** With the partition of Bengal and Assam the Calcutta University ceased to have any jurisdiction over the schools and colleges in East Bengal and Sylhet which were incorporated in Eastern Pakistan.

Following the examples of Bihar and Orissa, Assam also had been trying to have a university of its own. With the establishment of the Gauhati University on the 1st January 1948, Assam had its own university and the territorial jurisdiction of the Calcutta University which had already been shrinking shrank further still. The creation of a separate university for Assam has done some good to the Calcutta University by reducing the number of students and educational institutions under its control. The huge numbers have always been one of the greatest handicaps to the University—a fact which has not been sufficiently recognized in view of the income derived from them by the University.

In May 1951, Rabindranath's Visva-Bharati which had grown out of Santiniketan Ashram founded by Maharshi Devendra Nath Tagore in 1863 and had so long been functioning as a Society, was incorporated as a University by an Act of the Central Legislature. This institution was founded by the Poet in 1921 as an International University seeking to develop a basis on which the cultures of the East and the West may meet in common fellowship and imparting an education which would not be divorced from Nature and would enable the pupils to learn and grow in an atmosphere of freedom, mutual trust and joy feeling themselves to be members of a large Community. It is now an all-India institution with students and teachers drawn from all over India with a fair mingling of teachers, students and visitors from abroad. Students live a community life, dining in the same halls (with separate arrangements for vegetarians and non-vegetarians), playing in the same spacious grounds close to the hostels, organizing common socials, picnics, excursions, literary and musical entertainments. With its incorporation as a university by an Act of the Central Legislature it has acquired a stability which was lacking so long. It is only to be hoped that the ideals of the Poet which led to its foundation will not be lost sight of and that this unique institution will not lose its special character under official patronage.

(d) **University Institutions and Enrolment:** Since the beginning of post-graduate studies under its direct control the Calcutta University had two Post-Graduate Departments, viz., of Arts and Science, to which a third one of Technology was added in 1951. The administration of these departments of post-graduate studies is vested in two Councils—one for Arts and the other for Science and Technology—each having its own President and Secretary, the latter being a wholetime officer. The enrolment in the M.A. classes of the University fell from 1,449 in 1947-48 to

1,148 in 1951-52, and that in the M.Sc. classes from 459 to 358. But it is remarkable that the number of women students in the M.A. and M.Sc. classes rose from 286 to 445. There were also post-graduate students attached to the Presidency College who attended lectures along with others at the University but enjoyed the other facilities offered by the College. The number of such students in 1951-52 was 78 in Arts and 110 in Science, and out of these 30 were women. In the newly created Department of Technology in the University there were 190 students, all of them being men.

Besides the Post-graduate Departments, the Calcutta University has also an Under-graduate Department for the B.Com. degree and for such other subjects as Geography, Anthropology and Experimental Psychology for which adequate facilities do not exist in the affiliated colleges. Instruction for the Intermediate examinations and for the Bachelor's degree in Arts and Science was imparted directly in the affiliated colleges which were 55 in number—41 for men and 14 for women—after the partition of Bengal in 1947. In addition to normal increase in the demand for college education the quinquennium witnessed the very large influx of students from East Bengal seeking admission to colleges. In East Bengal were located many colleges—some of them quite big and fairly well-equipped, but the great political change resulting in the partition of the country brought about such nervousness and uncertainty in the minds of the Hindu population in that part of the province that most of the Hindu students who were prosecuting their studies in the colleges there or who would have done so after matriculating came away to West Bengal. To make satisfactory arrangements for them where the existing arrangements were none too satisfactory was a difficult problem. The pressure was greatest on Calcutta. New colleges were started in the city as well as in the mufassil and the number of seats in many existing colleges was increased.

To prevent overcrowding in the Calcutta colleges which were already too full, a scheme for the dispersal of displaced students from the congested atmosphere of Calcutta to healthier surroundings in the mufassil was launched for which the Government of India undertook full financial responsibility for the first two years. Under this Scheme 12 new colleges were started by upgrading selected high schools which included two Government high schools, and 18 existing colleges were helped to expand their accommodation and extend the facilities they could offer. In view of the limited facilities for the study of science in the mufassil seven of the latter colleges were helped to open I.Sc. classes and the remaining ones to add to the number of seats in the I.A., I.Sc., and B.A. classes. All these colleges were helped by Government with funds for the construction of buildings and for the purchase of furniture, equipments and books according to their needs. Government also undertook to meet for the first two years all the deficits of the new colleges as well as the deficits of the other colleges resulting from their new commitments on account of the additional facilities offered by them. Besides this, every boarder admitted to the first year classes of these colleges was helped with a capitation grant for seat rent and hostel charges.

The total enrolment in these colleges under the Dispersal Scheme has not been very large and they have not been able to reduce appreciably the overcrowding in Calcutta colleges. But some beneficial results have been achieved by them. They have made it possible for poor but meritorious

students of rural areas to prosecute higher studies at Centres near their homes, and many of them now have fully equipped laboratories without which science cannot be taught properly. Another incidental result beneficial to the teaching profession is the employment of a good number of teachers who were previously serving in colleges in Eastern Pakistan.

Besides the new colleges under the Dispersal Scheme, quite a number of other colleges were started by Government as well as private bodies in the usual course and the total number of colleges in West Bengal at the end of the quinquennium was 88. During the period under review Government established a full-fledged first grade college at Darjeeling and took over the Victoria College at Cooch Behar on the merger of the State with West Bengal. The northern districts of West Bengal which were without a government college at the time of partition now have two first grade institutions. The Government College at Darjeeling is intended mainly for the higher education of hill people, but it admits others also. The number of Government colleges for boys, many of which also admit girls, was 9 at the end of the quinquennium as against 6 at the beginning. The number of colleges maintained by Government for girls only remained the same, there being no addition to the two institutions both of which are situated in Calcutta. A noteworthy feature of the increase in the number of colleges during the quinquennium was the rise in the number of aided institutions for boys as well as girls and the fall in that of unaided institutions for pupils of both sexes. The former increased from 11 and 6 to 52 and 11 while the latter decreased from 24 and 6 to 13 and 1 respectively.

Visva-Bharati, the only other University in West Bengal, though of a different character from the Calcutta University, maintains the following colleges and institutions which are all co-educational and residential:—

- (1) Patha-Bhavana, or the School Section, provides instruction for the Matriculation examination.
- (2) Siksha-Bhavana, or the College Section, provides instruction for the Intermediate examinations in arts and science and the B.A. Pass and Honours degrees.
- (3) Vidya-Bhavana, or the College of Post-graduate Studies and Research, is mainly concerned with Indological studies. It offers a two-year degree course for Ph.D. in any subject in which instruction is provided, and also a two-year M.A. Course in Ancient Indian History and Culture, Sanskrit Literature, Bengali Language and Literature, Hindi Language and Literature, Oriya Language and Literature and Urdu Language and Literature.
- (4) Vinaya-Bhavana, or the College of Teaching, provides instruction for the B.T. degree, the course being of one year. A special feature of this institution is the training given in craft and other creative activities in addition to theoretical subjects.
- (5) Cheena-Bhavana, or the Institute of Sino-Indian Studies and Research, seeks to revive the old cultural links between India and China. Sinology and Tibetan studies form the main interests of this institute which provides for a two-year course for a Certificate of Proficiency in Chinese followed by a three-year Diploma Course in the same language.

- (6) Kala-Bhavana, or the College of Fine Art and Crafts, which has developed into a well-known centre of Indian Art, owes its inspiration to the renaissance of art in Bengal under the guidance of late Acharya Abanindra Nath Tagore.
- (7) Sāngit-Bhavana, or the College of Music and Dancing, imparts training in Indian music, classical and modern, vocal as well as instrumental. A distinctive feature is the facility for learning the songs of Rabindra Nath Tagore. A systematic study is made here of the Manipuri and Kathakali styles of dancing with a view to correlating them into a rich synthesis and so to evolve a new cultural expression through the dance-drama.

Both Kala-Bhavana and Sangit-Bhavana offer four-year degree courses to Matriculates. Non-matriculates are admitted to diploma courses on passing an admission test.

- (8) Hindi-Bhavana, or the Institute of Hindi Studies and Research, organizes the teaching of Hindi in the other constituent institutions in addition to undertaking original research in Hindi Language and Literature.

The total number of students in the different departments of Visva-Bharati in 1951-52 was 724, of whom 382 were resident scholars and the rest day scholars.

(e) **Expenditure:** The total expenditure for the maintenance of the Post-graduate Departments of the Calcutta University which stood at Rs. 16,57,694 in 1947-48 rose to Rs. 24,12,883 in 1951-52. The total direct expenditure of the University which included other items besides the maintenance of its Post-graduate Departments rose from Rs. 33,77,216 in 1947-48 to Rs. 37,81,561 in 1951-52. This expenditure was met from several sources such as tuition fees, examination fees, sale proceeds of text-books, interest on endowments and Government grants. The income from examination fees was by far the largest, while that from the sale of text-books was also considerable. The huge expenditure of the University coupled with its rather slender income from other sources made it rely more and more on these two with consequences not very happy from the educational point of view. If the University, as a matter of policy, aims at attracting more and more candidates to its examinations the standards are bound to be lowered. The practice of prescribing its own publications as text-books has very often been criticised as having all the evils of monopoly business. These text-books which are mostly selections or anthologies of tit-bits from here and there instead of helping constructive thinking encourage cramming which is one of the worst features of our educational system. But the University justifies its recourse to these expedients for augmenting its income by maintaining that the Government grants allotted to it have been very meagre. There was no statutory provision for any fixed grant to the University. But sums of money were made available to it from Government funds, the total amount of which varied from year to year. In 1947-48 it was Rs. 8,31,000—a paltry sum indeed—but in subsequent years it was substantially increased and in 1951-52 stood at Rs. 15,25,000. The larger grants in recent years indicate a more sympathetic understanding of the needs of the University by Government than in previous years.

The total direct expenditure of Visva-Bharati in 1951-52 was Rs. 11,86,723 of which Rs. 5,30,405 came from Government funds.

The total direct expenditure for the maintenance of the general colleges affiliated to the Calcutta University and Government contribution to meet the expenditure are shown separately for boys' and girls' institutions in Tables A and B.

Table A

Statement showing the Direct Expenditure of General Colleges for Boys in West Bengal during 1947-48 and 1951-52.

Year.	Direct Expenditure from	
	Government Funds.	Total direct Expenditure from all sources.
	Rs.	Rs.
Government—		
1947-48	10,84,559	13,84,078
1951-52	15,68,340	20,12,833
Aided—		
1947-48	1,52,473	11,33,263
1951-52	9,45,307	53,72,491
Unaided—		
1947-48	30,091*	23,59,809
1951-52	37,006*	15,05,842
Total—		
1947-48	12,67,123	48,77,150
1951-52	25,50,653	88,91,166

*Dearness allowances. -

Table B

Statement showing the Direct Expenditure of General Colleges for Girls in West Bengal during 1947-48 and 1951-52.

Year.	Direct Expenditure from	
	Government Funds.	Total direct Expenditure from all sources
	Rs.	Rs.
Government—		
1947-48	2,74,419	3,18,198
1951-52	3,22,159	4,76,658
Aided—		
1947-48	23,064	1,62,349
1951-52	2,14,928	5,85,551
Unaided—		
1947-48	9,575*	83,628
1951-52	1,200*	47,587
Total—		
1947-48	3,07,058	5,64,175
1951-52	5,38,287	11,09,796

*Dearness allowances.

The expenditure for the Government colleges for boys rose from Rs. 13,84,078 in 1947-48 to Rs. 20,12,833 in 1951-52. The bulk of this expenditure was met from Government funds which were Rs. 10,84,559 in 1947-48 and Rs. 15,68,340 in 1951-52. The expenditure for the aided institutions for boys rose from Rs. 11,33,263 in 1947-48 to Rs. 53,72,491 in 1951-52. This great increase in expenditure was mainly due to the increase in their number. Government contribution to these colleges which was only a fraction of their total expenditure rose from Rs. 1,52,473 in the first year of the quinquennium to Rs. 9,45,307 in the last year. As the number of unaided institutions for boys decreased, their expenditure also decreased from Rs. 23,59,809 in 1947-48 to Rs. 15,05,842 in 1951-52. These figures include Rs. 30,091 and Rs. 37,006 respectively contributed by Government as its share of dearness allowance paid to teachers of these unaided institutions.

The total direct expenditure for the girls' colleges maintained by Government rose from Rs. 3,18,198 to Rs. 4,76,658 and that for the aided institutions also rose from Rs. 1,62,349 to Rs. 5,85,551 while that for the unaided institutions decreased from Rs. 83,628 to Rs. 47,587. While the expenditure from Government funds for its own colleges increased from Rs. 2,74,419 to Rs. 3,22,159 during the quinquennium its contribution to the aided institutions for girls rose from the very insignificant sum of Rs. 23,064 to the respectable figure of Rs. 2,14,928. The expenditure for the unaided girls' colleges decreased from Rs. 83,628, which included Rs. 9,575 as Government dearness allowance, in 1947-48 to Rs. 47,587 including Rs. 1,200 as Government dearness allowance in 1951-52. As in the case of boys' colleges so in the case of girls' colleges the expenditure for the aided institutions increased because their number increased and that for the unaided ones decreased because their number also decreased. The total direct expenditure for the Government and private colleges taken together was nearly doubled during the period under review in the case of boys as well as girls. So also did the expenditure from Government funds in both cases. In 1951-52 the per capita expenditure in the Government colleges for boys was Rs. 632.5 and that for girls was Rs. 500. The corresponding figures for aided institutions were Rs. 161.44 and Rs. 289.73 and those for unaided institutions Rs. 123.06 and Rs. 313.07 respectively.

(f) **Teachers:** Teachers employed by the universities and the affiliated colleges were men and women with the highest academic distinctions. Most of them were first or second class M.A.'s or M.Sc.'s and many had research qualifications, or degrees from foreign universities. Teachers employed by Government were generally required to have at least one first class degree either in B.A. Honours or M.A. The emoluments and prospects being better in Government service than in private service teachers with better qualifications were naturally drawn to the former.

In 1951-52 the number of teachers in the two universities taken together was 461 including 11 women. Out of this total number more than 400 belonged to the Calcutta University. The teachers of this University were divided in four categories, viz., Professors, Readers, Lecturers and Part-time Lecturers. The scale of pay for Professors was Rs. 700—Rs. 1,000, for Readers Rs. 500—Rs. 700 and for Lecturers Rs. 200 to Rs. 500. With effect from June 1951 the cadre of Assistant Lecturers was amalgamated with that of Lecturers and the maximum in the scale of Lecturers was raised from Rs. 500 to Rs. 600. In some special cases Professors were given a personal pay of Rs. 300 in addition to the maximum salary allowed in the scale. Part-time Lecturers who were generally recruited from the affiliated colleges were paid at the rate of Rs. 100 per month. Those

teachers of the Presidency College who worked as Part-time lecturers at the University did so in a purely honorary capacity. As the number of such teachers was fairly large, the University received considerable help from the State Government in this form.

In 1951-52 the number of teachers in the affiliated colleges was 2,480 including 318 women. While private colleges for girls employed a number of male teachers Government pursued its policy of employing only women in girls' colleges of its own so that there was hardly any male teacher in the Government colleges for girls.

The teachers in Government colleges were divided in four categories—Professors in the West Bengal Senior Educational Service, Professors in the West Bengal Educational Service and Lecturers and Demonstrators in the Subordinate Services. There was no such classification of teachers in the private colleges; all teachers delivering lectures were designated Professors, only in science subjects there were Demonstrators who had no lecture-work.

The teachers in Government colleges were paid better salaries than their counterparts in the private colleges and enjoyed much greater security of tenure. With few exceptions there were really speaking no scales of pay in the private colleges where professors generally started at Rs. 100 or so and ended at Rs. 250 or Rs. 300. There were no regular increments of pay, but increments were given from time to time when the financial condition of the college allowed it. It is needless to say that the emoluments offered by the private colleges are grossly inadequate. The teachers of these institutions are naturally led to accept private tuition or part-time jobs in other colleges. Some of them work in more than one shift of their own colleges, while others supplement their income from salaries in other ways. All these forms of extra work deprive them of the leisure which is so very essential for efficient teaching. The salaries of teachers in private colleges require to be placed on reasonably good scales if improvement is to be effected in our collegiate education. The Indian Universities Commission felt convinced on this point and suggested the following scales for university and college teachers:—

Universities—

Professors	..	..	..	Rs. 900—50—1,350.
Readers	..	..	..	Rs. 600—30—900.
Lecturers	..	..	..	Rs. 300—25—600.
Instructors or Fellows	..	..	..	Rs. 250.
Research Fellows	..	..	..	Rs. 250—25—500.

Affiliated Colleges having no post-graduate classes—

Lecturers	..	..	..	Rs. 200—15—320—20—400.
Senior posts	..	..	..	Rs. 400—25—600 (two in each college).
Principal	..	..	..	Rs. 600—40—800.

Affiliated Colleges having post-graduate classes—

Lecturers	..	..	..	Rs. 200—15—320—20—400—25—500.
Senior posts	..	..	..	Rs. 500—25—800 (two in each college).
Principal	..	..	..	Rs. 800—40—1,000.

(g) **Examination results:** With the rise in the enrolment of the colleges and the post-graduate classes an increasing number of students appeared for the M.A., M.Sc., B.A., B.Sc., I.A. and I.Sc., Examinations. The number of candidates appeared and the number passed at the different examinations in the first and the last year of the quinquennium are given in Table C.

Table C.

Examination Results

	1948.			1952.		
	Number appeared.	Number passed.	Percentage of success.	Number appeared.	Number passed.	Percentage of success.
M.A.	670	430	64.2	1,054	676	64.1
M.Sc.	230	157	68.3	358	220	61.4
B.A.	2,346	1,606	68.5	3,569	1,319	36.9
B.Sc.	1,722	1,047	60.2	3,337	1,476	44.2
I.A.	6,926	4,098	59.2	8,843	3,082	34.8
I.Sc.	6,630	3,734	56.3	10,738	4,126	38.4

While the percentage of success at the M.A. and M.Sc. Examinations generally stood between 60 and 70 that at the other examinations was very much lower. In some years the percentage of success at the intermediate and first degree examinations was even below 40. It is true that in recent years the Calcutta University has not been very generous in awarding grace marks, but that is not the whole explanation. The large number of failures at the different examinations was due not so much to the stiffening of the standards of examination as to more and more incompetent students enrolling themselves in college and University classes and to the absence of proper arrangements for good teaching in many of the colleges. It is really painful to find so many students—all of them certified by their Principals as having a reasonable chance of passing—should fail. The deficiency of students really starts at school and instead of being corrected at the appropriate time, increases as the students pass through different stages. Charity shown in allowing such students to go through is only another name for laxity of standards which cannot be good for the students or the institutions to which they belong. Government and some missionary colleges where admissions are kept within limits and suitable conditions for study are thus made possible, generally show better results. In some of them the percentage of success is as high as 90. The big private colleges where the enrolment figures are very imposing show the poorest results, the percentage of success sometimes being as low as 20. Girls often achieve brilliant results. It is no longer an uncommon experience to see them topping lists of successful Honours or M.A. candidates.

(h) **Medium of instruction:** English continued to be the medium of instruction in our colleges and universities. But a relaxation could be noticed in the rigidity with which the language of our former rulers was used in the past for the purpose of instruction in the colleges. Teachers did not consider it improper to make use of the regional language whenever they thought it necessary for the elucidation of a point in course of lecturing. It is sometimes urged that one of the main causes of the high

percentage of failures at the different examinations is the use of English as the medium of instruction and examination. Recently the Calcutta University gave the candidates for the Intermediate and Bachelor's degree examinations the option to answer the questions on subjects other than English in the regional language. Not many made use of the option and the few who did were among the worst candidates and did not give much indication that they had been helped in better understanding by the use of the regional language. This was partly due to the absence of suitable text-books for higher education in Bengali—a fact which points to the inherent difficulty of the matter at the present stage. The time will surely come when instruction will be given in our colleges through the medium of Bengali as it is now being done in the schools. But we must wait till it is possible to have good text-books in Bengali for all subjects taught in the universities and colleges, and should not allow mere sentiment to get the better of our wisdom in this matter. English is still the language of inter-State communication in India and certainly the most convenient one, so far as India is concerned, for keeping in touch with the ever-growing stream of knowledge. There should be no question about its retention as a subject of study in our universities; and as the medium of instruction it should be continued for sometime more, and not given up in haste.

(i) **Improvements in curriculum and maintenance of standards:** Changes were made by the Calcutta University in its Regulations with respect to several courses of study in order to effect an improvement in the curriculum. The more important among these changes are mentioned here.

Political Economy and Political Philosophy which constituted one subject have been separated for the M.A. degree. An I.Sc. course in Agriculture has been introduced. A course in Technology, including Leather Technology, Textile Technology and Jute Technology, for the Bachelor's degree and another three-year course for the Master's degree in Technology which includes Applied Physics, Applied Chemistry, Radio Physics and Electronics have been introduced. A problem which was engaging the attention of the University authorities towards the end of the period under review was that of widening the range of interest of the average under-graduate student and of avoiding, as far as possible, the evils of specialization at an early age. The desirability of introducing a composite course at the intermediate stage in place of the two distinct and separate courses in Arts and Science was examined. This idea, if accepted and given effect to, will bring about fundamental changes of far-reaching consequence.

As regards maintenance of standards difficulty was experienced by the University as well as the affiliated colleges on account of paucity of funds. This difficulty, which is almost chronic, was accentuated by the unprecedented conditions brought about by the aftermath of war and the great political changes which took place in the country in 1947. In coping with the situation some relaxation had to be made now and then in the standards of teaching. There was, however, no relaxation in the standard of examination except in so far as it was due to the shortening of the syllabus in English for the intermediate examinations.

(j) **Research:** The Calcutta University fully maintained its tradition for research work in different subjects. Every year a number of candidates for the Master's degree in Science submitted theses on the work done by them under the guidance of their teachers. Besides this, students after passing the Master's degree in Arts or Science, were allowed to undertake

higher research work either independently or under the guidance of teachers. The institution of the two intermediate research degrees—D.Phil. (Arts) and D.Phil. (Science)—towards the end of the previous quinquennium has stimulated the spirit of research among young men and women passing out of the University. The institution of these degrees has also helped to raise the standard of highest research degrees—D.Litt. and D.Sc. During the period under review 9 persons were admitted to the D.Litt. degree, 17 to D.Sc., 4 to Ph.D., and as many as 58 to D.Phil. (Arts) and 69 to D.Phil. (Science). The quality of the research work done for admission to these degrees can be imagined when it is borne in mind that the examiners of the theses were selected from among the most distinguished and reputed scholars in India and abroad.

(k) **Extra-curricular activities:** Reference has already been made to the extra-curricular activities of the newly incorporated Visva-Bharati University. Being a residential institution situated in the midst of natural surroundings it has some advantages over the Calcutta University. Extra-curricular activities form an integral part of life in the new University, and it is not possible for anybody to stay there without being interested in them. These students live a full life as members of a large community in close and intimate contact with their teachers.

The Calcutta University being situated in a congested area of the city and not being residential in character has some disadvantages. These are, to a certain extent, off-set by the amenities and facilities which are peculiar to a big modern city like Calcutta. The pattern of its life is different from that of Santiniketan. Nevertheless, facilities for extra-curricular activities of various kinds such as athletics, games, debates, socials, dramatic performances, excursions, etc., exist in the Calcutta University also. But only a fraction of the student population can take an active interest in them. In spite of these limitations the University was able to maintain its reputation in the field of these activities. In 1950 it won the Inter-University Football Championship at Aligarh and the Swimming Championship at Madras. The University Rowing Club in the lakes which is one of the best of its kind can legitimately feel proud of its crew which won the Hooghly Cup at the All India Regatta held in Calcutta and also the Willingdon Trophy for fours at the A.R.A.E. Regatta in Colombo.

Eminent men were from time to time invited to address the members of the University. Fruitful contacts were established with students from abroad. These contacts gave the students opportunities to exchange their ideas on different aspects of life with their counterparts in foreign countries and thus enabled them to broaden their general outlook.

These activities were organised and co-ordinated by the Students' Union and the Sports Board.

(ii) **New developments and experiments and outstanding problems**

Very important developments vitally affecting the composition and character of the Calcutta University are expected to take place when the provisions of the Calcutta University Act, 1951, are fully carried out. Meanwhile the Statutes, Ordinances and Regulations required for carrying out the provisions of the Act were engaging the attention of the Vice-Chancellor and his Advisory Committee.

The creation of the new Faculty of Technology and the constitution under it of three Boards of Studies in Textile Technology, Leather Technology and Jute Technology, have removed a want which was being keenly felt in recent years.

The new department of Radio Physics and Electronics is the only one of its kind in India. With the creation of this new department the scope of post-graduate studies in Physics has been widened both in its fundamental and applied aspects, and there are now four courses of study in the subjects, viz., Pure Physics, Radio Physics, Applied Physics and Nuclear Physics.

Two semi-autonomous institutions—the Institute of Nuclear Physics and the Institute of Jute Technology—under the jurisdiction of the Calcutta University have been started. The first for which the Central Government bears a large portion of the capital and recurring expenditure, provides facilities for training and research in the latest and most important development of Physical Science. The second, for which the Indian Jute Mills Association bears all the capital and recurring expenditure, will prove immensely beneficial by encouraging scientific research in jute industry and placing at its disposal the results obtained by trained scientists in their laboratories.

The transfer of the departments of Anthropology, Psychology and Education from the Arts to the Science side has brought about their natural and proper alignment with related subjects.

An Agricultural College teaching up to the Intermediate standard was started by the University at Jhargram through the munificence of the Raja of Jhargram.

The introduction of Biology in the Intermediate classes of several affiliated colleges has been very helpful to those students who go up for medical studies. Facilities for Honours studies in Physics and Chemistry have been provided in some mufassil colleges maintained by Government. The creation of these facilities will be fully appreciated when these colleges will acquire greater importance as a result of decentralization which has been advocated by the Universities Commission. The experiment of co-ordination of studies between the Presidency College and the Sanskrit College in Calcutta, if successful, may lead to further co-ordination between institutions in the city which will do away with much unnecessary duplication of arrangements.

The most difficult problem with which the University was faced during the quinquennium was the maintenance of an adequate standard of teaching and research in the post-graduate departments of Science and Technology with its limited, inadequate funds. One of the suggestions to meet this problem is that different universities should specialize in different subjects. But fundamental and basic subjects like Physics and Chemistry must be taught in every university. Moreover, for fruitful research, a large degree of freedom ought to be given to those who undertake research work.

Another acute problem is the lack of suitable residential accommodation for students, especially for women students whose number is daily increasing. The University has no good hostel of its own for its post-graduate students. The different messes where students from outside the city are lodged are hardly worthy of a great institution like the University of Calcutta.

The University buildings which have become inadequate for the purpose of its ever increasing activities require expansion.

CHAPTER VIII

TECHNICAL AND PROFESSIONAL EDUCATION

(i) Trends and developments

Until very recently technical education was not regarded with favour in our country and was very much neglected. It was so because industry being almost wholly in the hands of foreigners, technicians as well as business administrators were imported from abroad and only the operatives—skilled and unskilled—were recruited from among the people of the country. Young men of the *bhadrolok* class who were the people most interested in education considered it beneath their dignity to accept such jobs. A good general education or a professional education was the high road to respectable, if not also to lucrative positions, in life. When, however, the learned professions became crowded and opportunities in Government and private services became too few for the number of candidates, people looked for employment in technical lines and raised their voice for the starting of industry of various kinds by their own countrymen and also for the expansion of facilities for technical education so that their children might qualify themselves for employment in responsible positions there. But even then technical education continued to be regarded as a form of education in which only the less intelligent students might be interested, and only those who failed in general institutions went to the few technical and industrial institutions which were there. The Bengal Engineering College at Sibpur was, of course, an exception. But the war led to the establishment of many new industries in India—particularly in Bengal—and the employment of a very large Indian personnel in them. This gave a fillip to technical education in this part of the country, and the achievement of independence brought with it new responsibilities and opportunities which further stimulated the impetus given by war.

(a) **Reorganisation of Technical Education:** Most of the technical and industrial schools in West Bengal were controlled, and some of them are still controlled, by the Department of Industries. Technical Education is, no doubt, intended to meet the requirements of industry but so long as the educational aspect is more important than the merely vocational it should be under the Department of Education. The weaving schools including the Bengal Textile Institute at Serampore and the Bengal Silk Technological Institute at Berhampore, as well as the Bengal Tanning Institute, Calcutta, and the Bengal Ceramic Institute, Calcutta, continue to be under the Department of Industries. Only the Junior and Senior Technical Schools have come under the Department of Education. This transfer took place in November 1949, and a special administrative and inspecting staff attached to the Directorate of Education has been created for the supervision of technical education in the State.

In August, 1950, Government set up an Advisory Council for Engineering and Technical Education consisting of eminent industrialists and experts in technical education to advise it on the steps to be taken for the effective organization and planning of technical education. Two Boards have since been formed by this body to supervise technical education at the junior and senior stages and also an *ad hoc* committee to survey the prospects of employment in various trades and industries. The State Council for Technical and Engineering Education of which the Chief Inspector, Technical Education, is the ex-officio Secretary, started functioning in 1950. Technical institutions other than those at the University level are under its

control and jurisdiction. This Council which prescribed the courses of studies, lays down the conditions for recognition and holds examinations for technical schools, is expected to bring about great improvement in technical education in the State.

(b) Opening of new institutions and strengthening of existing ones: In 1950-51, the State Government started three full-fledged Polytechnic Institutes to impart training for various technical jobs such as those of the welder, fitter, motor mechanic, machinist, blacksmith, carpenter, tool-maker, electrician, radio-mechanic and so on. These institutions trained a large and growing number of young men for employment as technicians in various industries and also for starting small industrial units of their own. These polytechnics were quite popular. Refugee students were given the facility of free tuition in them. Besides the polytechnics, four temporary technical institutions were started in the same year.

The most notable event in the history of technical education not only in West Bengal but in the whole of India was the establishment by the Government of India in 1950 of the Indian Institute of Technology at Kharagpur. It is the first and up till now the only All-India Institute for the study of higher technology. Under-graduate courses in Civil, Mechanical and Electrical Engineering, Geology, Geo-physics and Building Construction were offered to students from all over India with effect from 1951. The Institute is located at Hijli, and the old detention camp which had lodged many political prisoners in the past was utilised for a purpose highly beneficial to the nation.

Reference has already been made in the chapter on University Education to the establishment of the post-graduate Institute of Jute Technology under the jurisdiction of the Calcutta University.

Three engineering schools, viz., (1) the Kalikata Shilpa Vidyapith, (2) Maharajadhiraj Bijoy Chand Institute of Engineering and Technology at Burdwan, and (3) the Vishnupur K. G. Engineering Institute in the district of Bankura were taken over by the State Government from private management. They are now being run as sponsored institutions and have been considerably strengthened. The courses of studies in these institutions were also modified. The overseer course which was taught there has been replaced by three-year licentiate courses in (1) Civil, (2) Mechanical, and (3) Electrical Engineering, and a new two-year course in Draughtsmanship has been introduced. The up-grading of these institutions has resulted in considerable improvement in the facilities for technical education in the State.

The Bengal Engineering College at Sibpur, the only engineering college run by the State Government, underwent very important changes during the quinquennium. Under the Development Scheme the college was being thoroughly reorganised so that it might ultimately provide the most up-to-date training in different engineering subjects for 1,000 students, and also offer facilities for post-graduate research. The enrolment became double, though of course, it did not reach the target during the period under review. This is not to say that places remained unfilled, for there was very great demand for admission to this residential college teaching the Bachelor's Course in engineering subjects, and candidates had to be refused admission for want of seats as arrangements for the full complement of seats were not complete. A new course in Architecture was introduced during this period, and a very highly qualified staff, much improved in quality as well as in quantity, was appointed. Additions were also made to the buildings already in existence.

The College of Engineering and Technology at Jadavpur, a unique institution of its kind which was started by private enterprise during the days of *swadeshi* and which developed without any assistance from Government, received during the quinquennium both capital and recurring grants from Government for developing its Chemical Engineering Department. These grants enabled the college to purchase new equipment and appoint additional staff for this department. The object was to raise its status to that of similar advanced institutions abroad.

Thus both the Government college at Sibpur and the private college at Jadavpur were very much strengthened and offered improved and enlarged facilities for higher education in Civil, Mechanical, Electrical and Chemical Engineering and also in Metallurgy and Architecture

(c) **Various types of technical institutions and their enrolment:** Details about the number, enrolment and expenditure of technical and professional institutions in 1947-48 and 1951-52 are given in Tables A and B.

Table A

Institutions for Technical and Professional Education in West Bengal in 1947-48.

Type of Institutions.	Number of Institutions.		Total.	Number of scholars.	Expenditure out of Government Funds.	Total Direct Expenditure.
	Government.	Non-Government.				
					Rs.	Rs.
(1) Technical Schools (including industrial schools).	18	65	83	4,266	4,29,759	10,08,031
(2) Engineering Schools ..	1	..	1	47	12,425	12,425
(3) Engineering Colleges ..	1	1	2	1,886	5,97,555	9,42,680
(4) Commercial Schools ..	1	7	8	912	58,535	1,12,280
(5) Law Colleges ..	..	2	2	1,371	..	1,68,947
(6) Medical Schools ..	3	3	6	2,639	1,86,930	5,96,038
(7) Medical Colleges ..	2	1	3	1,775	8,83,228	11,76,955
(8) Veterinary College ..	1	..	1	182	3,07,055	3,07,055
(9) Agricultural School ..	1	2	3	253	6,093	6,385
Total ..	28	81	109	13,331	24,81,580	43,30,846

Table B

Institutions for Technical and Professional Education in West Bengal in 1951-52.

Type of Institutions.	Number of Institutions.		Total.	Number of pupils.	Expenditure out of Government Funds.	Total Direct Expenditure.
	Government.	Non-government.				
					Rs.	Rs.
(1) Technical Schools (including industrial schools).	25	91	116	7,195	14,52,167	21,06,388
(2) Engineering Schools	3	4	7	1,640	3,09,350	5,60,487
(3) Engineering Colleges	1	1	2	2,013	14,48,122	21,68,237
(4) Institute of Higher Technology.	1	..	1	206	24,17,329	24,66,544
(5) College of Commerce	1	..	1	145	79,854	95,818
(6) Commercial Schools	..	34	34	7,220	1,320	4,93,946
(7) Law Colleges	..	2	2	1,695	..	1,92,460
(8) Medical Schools	5	7	12	710	3,28,917	3,92,286
(9) Medical Colleges	5	5	10	4,726	21,74,522	34,94,548
(10) Veterinary College	1	..	1	103	3,83,814	4,74,216
(11) Agricultural School	1	..	1	41	13,044	13,044
Total	43	144	187	25,694	86,08,439	1,24,57,974

There were the following types of technical institutions in the State during the period under review:—

(1) Technical Schools—

- (i) Monotechnics or Industrial Schools,
- (ii) Polytechnics,
- (iii) Junior Technical Schools,
- (iv) Senior Technical Schools.

(2) Engineering Schools.

(3) Engineering Colleges.

(4) Institute of Higher Technology.

(i) Of the technical schools a good many were monotechnics or industrial schools imparting technical instruction in particular industries located in different centres within the State.

By far the largest number of these monotechnics was for weaving. The most important among them is the Bengal Textile Institute at Serampore which gives improved scientific training in all branches of textile technology

and in handloom weaving. It has two courses—the higher covers three years and the lower which is meant for artisans one year only. The other weaving institutions are junior schools for training artisans. Some of them are peripatetic schools which go into villages to give demonstrations and train weavers in improved methods of weaving, spinning, dyeing and printing. The Bengal Textile (Silk) Institute at Berhampore provides training in all branches of silk technology. It has a diploma course of three years and shorter courses, for artisans and others.

The Bengal Tanning Institute which provides instruction in tanning has three courses—a University course of three years, a departmental certificate course of two years and a shorter departmental course of one year only.

The only institute run by the State Government for the study of ceramics is the Bengal Ceramic Institute, Calcutta, which provides advanced instruction in Ceramic research and trains personnel for Ceramic industries. It has two courses—an advanced one for two years and a shorter one for artisans.

The Industrial Research Laboratory, Calcutta also a Government institution, provides training in scientific research in three branches of industry, viz., soap, ink and adhesive, and paint and varnish.

(ii) The newly started polytechnics were more popular than the mono-technics. Institutions of this type have a strong balance of educational, industrial and economic arrangements in their favour; and as technical courses very often overlap polytechnics have an advantage over mono-technics. Besides, economy in capital and maintenance costs can be effected in them as the same workshop can be used for different courses. Students reading particular courses can benefit from contact with others engaged in occupations different from their own. These polytechnics provide an intensive training of one year's duration in building and engineering trades to prepare them for employment as skilled or semi-skilled craftsmen or apprentices in industrial firms. They can also start their own business if they have the means.

(iii) The Junior Technical Schools provide training to boys who have completed their middle school education. In these schools which are generally managed by local and private bodies engineering trades as well as crafts are taught in addition to general subjects.

(iv) The Senior Technical Schools, are open to matriculates only, and have diploma courses in engineering, draughtsmanship and various technologies. They prepare students for supervisory grades in various industrial concerns. The number of institutions of this type remained the same as in the previous quinquennium. They were the Calcutta Technical School, the Kanchrapara Technical School and the Loco Apprenticeship Training School at Khargpur. The Calcutta Technical School provides theoretical as well as practical training for apprentices in industrial concerns in the neighbourhood of Calcutta and has three courses of study—a mechanical and electrical engineering course of five years, an electrical supervisors' course of one year and a sanitary engineering and plumbing course of three years. The other two schools at Kanchrapara and Khargpur are railway institutions which train apprentices for supervisors' posts in railway and other workshops. The courses of the schools extend over five years and are meant for mechanics.

Besides the above institutions which are of a purely technical character, the two Government high schools at Barrackpore and Uttarpara came to have technical wings attached to them. This was in pursuance of the

policy of having multilateral high schools with diversified courses of study where students with a technical bent of mind would receive an education satisfying their natural aptitudes and thus prepare themselves for higher technical or engineering education later on.

In 1947-48 there were only 83 technical and industrial schools in West Bengal with a total enrolment of 4,266 students. In 1951-52 the number of institutions of this type had increased to 116 and the total enrolment to 7,195. Although these figures cannot be regarded as very satisfactory for a State like West Bengal they at least give some indication of the considerable degree of progress in technical education in the State during the quinquennium under review.

The Survey School at Bandel was the engineering school in the State in 1947-48 and had 47 pupils. Six more engineering schools—2 Government and 4 non-Government—were established during the period under review.

The most important developments in the field of technical education took place at the highest stage. The facilities provided at the Bengal Engineering College at Sibpur for higher studies in Civil Engineering, Mechanical Engineering, Electrical Engineering, Metallurgy and Architecture, were very much improved and expanded. Similarly the College of Engineering and Technology at Jadavpur which offers degree courses in Mechanical Engineering, Electrical Engineering and Chemical Engineering and diploma courses for Agricultural Engineering and for Overseers, was very much strengthened, particularly the Department of Chemical Engineering there. While the Bengal Engineering College is affiliated to the Calcutta University the College of Engineering and Technology confers its own degrees. These two institutions had a total enrolment of 1,886 in 1947-48. But in 1951-52 the number of students in them increased to 2,013. Considering the specialised nature of the courses of study in engineering colleges and the cost involved this increase in the enrolment must be regarded as very significant.

In addition to the two engineering colleges mentioned above, there was the Indian Institute of Technology established by the Government of India in 1950 for the study of higher technology. This institution which caters for students from all over India offers courses of higher studies in Civil, Mechanical and Electrical Engineering and also in Geology, Geophysics and Building Construction. Instruction in these subjects is given on the most up-to-date lines. The institution gives its own diplomas which are equivalent to University degrees. The establishment of this institution has very much stimulated the study of engineering technology. Actual teaching started here in 1951 with 206 students.

As in economics distribution is no less important than production the study of Commerce and Business Administration is equally important with that of Technology and is very closely associated with it. Hence the facilities for commercial education may appropriately be reviewed here.

The Calcutta University has optional courses in Commercial Geography and Commercial Arithmetic for intermediate students, and several affiliated colleges have arrangements for teaching these subjects. For the Bachelor's and Master's degrees it has specialised courses in Commerce and confers the degrees of B.Com. and M.A. (Com.). The B. Com. course is taught at the University as well as at a number of affiliated colleges, and the total number of students reading this course during the period under review was quite large. Post-graduate studies being concentrated at the University the M.A. course in Commerce is taught only at the University.

With the exception of the Goenka College of Commerce and Business Administration all the affiliated colleges teaching Commerce are general colleges having commerce departments in which classes are usually held in the evening. The Goenka College which is a Government institution, was known as the Government Commercial Institute before it was upgraded as a full-fledged college of commerce in 1951. Of all the institutions maintained exclusively for the teaching of commercial subjects, this is by far the most important. Besides being affiliated to the Calcutta University, it is also affiliated to the All-India Council for Technical Education. It has two departments, one held in the day covering a variety of commercial subjects and the other held in the evening in which instruction is given in some special subjects such as Modern English, Junior and Senior Book-Keeping and Accountancy, Mercantile Law, Shorthand and Typewriting. In the evening department students are also prepared for the first examination of the Institute of Chartered Accountants, India, and for the Indian Institute of Bankers' Examination. Besides sending up students for the B.Com. examination of the Calcutta University and the National Diploma Course Examination conducted by the All India Council for Technical Education, it holds a Final Examination of its own which is open to students of the day department and is considered equivalent to the Intermediate Examination in Arts. For the students of the evening department a special examination is held and certificates of proficiency are awarded in each individual subject. This institution received a donation of Rs. 6,00,000 and with additional money provided by Government the building of the Indian Association for the Cultivation of Science in Bowbazar Street was purchased for housing the College of Commerce which after many vicissitudes now has a building of its own. With the upgrading of the institution the post of the Principal has also been upgraded to one in the West Bengal Senior Educational Service and several new posts, both teaching and ministerial, have been created. A number of new stipends have also been created. The institution had 256 students on the rolls in 1947-48 and the number dropped to 145 in 1951-52. But with the provision of improved facilities and the raising of its status it is hoped that more students will be attracted to this institution.

Besides the Goenka College of Commerce and Business Administration, there was a number of non-Government Commercial Schools usually holding evening classes in type-writing, shorthand, book-keeping, accountancy and telegraphy. The number of such schools was 34 in 1951-52 and they had a total enrolment of 7,220 students. These schools which are mostly in Calcutta are affiliated to the Goenka College and send up students for its Final Examination.

Other Professions

Law: As in the past legal education was imparted at the University Law College and the Surendra Nath Law College. Law classes are held in the morning as well as in the evening. The total enrolment in these two law colleges rose from 1,371 in 1947-48 to 1,695 in 1951-52.

Medicine: The demand for medical education is daily increasing as is evident from the number of students in medical schools and colleges at the beginning and end of the quinquennium. Medical education in West Bengal has been thoroughly reorganized. It was decided by Government that there should be only colleges and no schools for teaching the allopathic system of medicine. As a result of this decision the Nilratan Sarkar Medical School (formerly Campbell Medical School) which was a Government institution was upgraded to a college and two private institutions,

viz., the Calcutta Medical School and the National Medical Institute, were amalgamated and raised to the status of a college under the name of Calcutta National Medical College. The school classes in these institutions as well as in the Jackson Medical School at Jalpaiguri and the Ronaldshay Medical School at Burdwn were continued so as to enable the students already on the rolls to complete their course but new admissions to school classes were stopped. This upgrading of the medical schools will undoubtedly produce more medical graduates but it is feared that rural areas which used to receive the benefit of the services of licentiates in medicine will not be able to attract doctors with superior qualifications in sufficient numbers.

In 1951-52 there were five medical colleges managed by Government as against three in 1947-48. They are the Calcutta Medical College, the Nilratan Sarkar Medical College, the Lake Medical College, the All-India Institute of Hygiene and Public Health and the Calcutta Dental College. The Calcutta Medical College and the N. R. Sarkar Medical College are affiliated to the Calcutta University and prepare students for the M.B. degree. The Lake Medical College which was started and maintained by the Government of India to provide a condensed M.B. course for military medical officers has since been closed down. The All-India Institute of Hygiene and Public Health prepares students for the Diploma in Public Health and is a centre of research. The Calcutta Dental College which was a privately managed school for dental science was taken over by the State Government and raised to the status of a college. Among the aided colleges for medical education the School of Tropical Medicine offers the diploma course in tropical medicine, the R. G. Kar Medical College and the Calcutta National Medical College prepare students for the M.B. degree of the Calcutta University, while the Astanga Ayurvedic College and the Shyamadas Vidyapith provide instruction in the Ayurvedic system of medicine. The total enrolment in the medical colleges rose from 1,775 to 4,726 during the quinquennium. The number at the end of the period included 391 students belonging to the attached school classes.

There were twelve medical schools—five Government and seven private—in 1951-52 as against six—three Government and three private—in 1947-48. Reference has already been made to the N. R. Sarkar Medical School, the Calcutta Medical School and the National Medical Institute which have been upgraded. Government maintains a Pharmacy Training Centre at Jalpaiguri and a Nurses' Training Centre at Burdwan. The seven private medical schools include 4 institutions for the homeopathic system of medicine and 2 for the ayurvedic besides the allopathic institution maintained by the Bankura Sammilani. As a result of the upgrading of three medical schools and the closing down of two others the total enrolment in medical schools decreased from 2,639 in 1947-48 to 710 in 1951-52. This indicates that by far the largest number of students were in the allopathic institutions and very few in the homeopathic or ayurvedic ones.

Veterinary: As in the previous quinquennium there was only one institution for veterinary education in this quinquennium also. This is the Bengal Veterinary College at Belgachia in Calcutta. It is maintained by Government and had 103 students in 1951-52 as against 182 in 1947-48.

Agriculture: There was one agricultural school in the State. This solitary institution which is managed by Government is situated at Chinsurah and had 41 pupils in 1951-52. The Calcutta University started an Agricultural College at Jhargram where along with other subjects the newly introduced course of agriculture for the I.Sc. Examination was taught.

Towards the end of the quinquennium the University was contemplating making over this college to the State Government. Agricultural education does not seem to have made much headway in West Bengal during the period under review.

(d) **Expenditure:** An indication of the vastly increased and improved facilities for technical and professional education in West Bengal will be found in the amount of expenditure incurred on this account. The total direct expenditure in 1951-52 was Rs. 1,24,57,974 as against Rs. 43,30,846 in 1947-48 and Government's share in this expenditure was Rs. 86,08,439 in 1951-52 as against Rs. 24,81,580 in 1947-48. It is highly significant that the total direct expenditure in the last year of the quinquennium exceeded one crore of rupees and was nearly $1\frac{1}{4}$ crore. This remarkable increase is largely accounted for by the technical and engineering schools, engineering colleges, the newly started institute of higher technology, the institutions for commercial education and the medical colleges. The Indian Institute of Technology alone accounted for Rs. 24,66,544, while the amount spent for the two engineering colleges in the State was Rs. 21,68,237 in 1951-52 as against Rs. 9,42,680 in 1947-48. The total direct expenditure for technical schools amounted to Rs. 21,06,388 in 1951-52 as against Rs. 10,08,081 in 1947-48 and that for commercial institutions including the Goenka College of Commerce was Rs. 5,89,764 in 1951-52 as against Rs. 1,12,280 in 1947-48. The amount of direct expenditure for medical colleges increased from Rs. 11,76,955 to Rs. 34,94,548 while that for medical schools decreased from Rs. 5,96,038 to Rs. 3,92,286 during the period under review. The law colleges which did not receive any aid from Government spent only a few thousand rupees more in 1951-52 than in 1947-48. Other comparative figures for the different categories of institutions are to be found in Tables A and B given above.

(ii) New Schemes/development and outstanding problems

(a) **Encouragement of evening courses:** It very often happens that students desiring to have technical or professional education are employed in some occupation. Some of them may have already acquired some technical or professional qualification and would like to improve it by further study. It is extremely desirable that opportunities should be available to them during hours when they are free, for many among the most successful men in commerce, industry and the professions are known to have improved their qualifications by attending evening courses as they had no time for attending classes during the day. There can be no doubt about the determination and grit of such men and they should be encouraged by all means. Evening classes are most convenient to them.

In West Bengal it was a very common practice to hold evening classes in institutions for the study of commerce and law. Practically in all commercial institutions having day courses there were also evening courses, while many had only evening courses. In these evening courses instruction was usually given in individual subjects like accountancy, book-keeping, auditing, typewriting, shorthand and telegraphy. Students could even prepare themselves for the first examination of the Institute of Chartered Accountants, India, and the Indian Institute of Bankers' Examination, Part I, by attending evening classes at the Goenka College of Commerce and Business Administration. The two law colleges held their classes either in the morning or in the evening and never during the usual working hours of the day when law students who are graduates are supposed to be engaged in some other pursuit. But the technological institutes or engineering

colleges had no evening courses designed for people who are engaged in day time. That the evening courses in the commercial institutions and the evening classes in the law colleges were very much appreciated is proved by the good attendance in them.

(b) **Introduction of sandwich courses:** Evening courses very often cause a good deal of strain to those who come to attend them after having done the full day's work. This may lead in some cases to loss of efficiency. As a preventive sandwich courses have been proposed. "The sandwich system", says the C.A.B. Report, "which is most suitable for the higher grades of workers means that the employee instead of attending classes for a day or two half days a week, divides the year between the works and attendance at a technical institution. The adoption of such a system would be of particular value in India, as it would help to counteract the present over-academic tendency of too many technical courses, whereby a student may spend several years under instruction without obtaining any first hand experience of actual factory conditions."

The employer should not object to temporarily releasing such employees as want to take advantage of these courses, as the increase in efficiency due to the acquisition of further qualifications would be beneficial not only to the employees but also to their employer. It should not be very difficult to introduce such courses in the technical and professional institutions in the State. But the co-operation of industrial management is essential for the introduction of sandwich courses. Unfortunately, it does not appear that our industrialists have realised the value of these courses, for apart from individual instances where a worker managed to get himself temporarily released from work in order to join some institution of a technical or professional character with a view to improving his qualification, there is not much evidence to show that the system of sandwich courses has been introduced in West Bengal.

(c) **Technical education suited to the needs of industries:** The object of technical education being to supply the needs of industry, a careful study of such needs in the country should be made before any comprehensive plan is formulated for this kind of education. The country cannot afford to allow any wastage in technical education as it is very costly and opportunities in this field are very limited. Besides, it is not easy for a trainee to switch himself from one branch of training to another as it is in general education. Industries require men with the highest technological or vocational qualifications for the posts of managers and other supervising officers of the highest rank. For intermediate positions of responsibility qualifications of a fairly high order are necessary. For the operators who are expected to have some skill the education provided in the junior technical schools should do.

In utility polytechnics come next to the highest institutions for engineering and technical studies. They are certainly more suited to the needs of industries than monotronics, as they impart training in a wide range of subjects, and trainees in different subjects may acquire useful knowledge from contact with persons engaged in other branches of study. The training provided in these institutions is more liberal than that in the monotronics which have a special utility in those parts of the country where particular industries are localized.

Transactions of business are made by managers and other superior officers but for recording these transactions a host of people with technical qualifications of an inferior order is necessary. Commercial schools are well suited for this need.

(d) **Training of staff and refresher courses:** The staff employed in technical and professional institutions was generally recruited from amongst people having high academic qualifications and in addition first hand experience of the particular industry or profession. No other special training was necessary in the case of teachers. As in general education so in technical education, refresher courses wherever arranged were very useful for enabling teachers to keep their knowledge up-to-date. This is very important in the competitive world of industry where knowledge of up-to-date methods is very essential.

(e) **Employment prospects:** In 1950 the Advisory Board on Technical Education formed an *ad hoc* committee to survey the prospects of employment. Unemployment among technicians should be regarded as much more serious than unemployment among others. There may be seasonal unemployment of peasants but unemployment is chronic among the lower middle class people. Students in technical institutions who are drawn from this class, are liable to swell the ranks of the unemployed if technical education is not properly planned, and if that happens in India it would be a great pity. The supply of technicians is not yet greater than the demand, but one is not sure without reliable statistics. There are prospects of new industrial enterprises being started in the country and they will necessitate a greater output of trained technical personnel.

(f) **Pooling of resources of the country in the matter of higher technical training and avoidance of repetition of similar projects to save public expenditure:** This is very necessary in the interest of national economy. Technical education is very costly, and the benefits of this costly education should not be confined only to some particular State, and no State should be called upon to pay the entire bill for facilities in technical education in it simply because certain industries are concentrated there. If the facilities are to be enjoyed by all the burden also should be shared by all. The pooling of resources in the matter of higher technical training and avoidance of repetition of similar projects can best be effected by planning on an all-India basis. The All-India Council for Technical Education has been of great help in this matter.

CHAPTER IX

SOCIAL EDUCATION

(i) Trends and developments

(a) **Scope of the problem:** The task of educating those who belong to the age-groups appropriate for regular instruction in schools and colleges has been so exacting that little attention was paid to the problem of educating others who had outgrown that stage of life without receiving any formal education. Some pity was, however, felt for these unfortunate men and women who were denied the blessings of education at the proper time because they had neither the means nor the facilities for such education. It was left to philanthropists to do something for their education, and night schools were started here and there to bring the rudiments of education within the reach of agriculturists and industrial and other workers with the help of volunteers who would be prepared to give some of their time for this benevolent purpose. The education thus provided passed in our country under the name of adult education though it meant something very different in the countries from which the phrase has been taken. In Western countries adult education means not so much the instruction of grown-up people in the three R's as the continuation of the education of grown-up

people who were prevented for some reason or other from doing so earlier in life. This narrow conception of adult education persisted in our country until very recently. The Central Advisory Board of Education said in its report—"Adult Education has sometimes been described as a compensatory measure in the sense that it is an attempt to give adults a belated chance to make up for the opportunities which were denied to them in their youth. But its proper function is a broader and deeper one. It should aim at giving effect to the democratic principles of continuous, life-long and complete education for all according to their ability to profit by it. In other words, the role of adult education is to make every possible member of the State an effective and efficient citizen and thus to give reality to the ideal of democracy."

Even in the limited sense the problem of adult education in a vast country like India where about 80 per cent. of the people are illiterate is an extremely difficult one and cannot be properly tackled by private individuals and organizations, however benevolent. Municipalities and other local bodies came to their assistance. But they could only touch the fringe of the problem which is so vast in its character. Then, it is not enough to make illiterate people literate; to keep them so is equally important. The urgency of social education has increased with the introduction of democratic principles in our governmental system. We should not be indifferent to the education of "our masters." The importance of free universal primary education has been rightly stressed in this connexion. But a well-planned and comprehensive system of adult education is no less important—perhaps more so—in this context. The idea of teaching the masses merely to sign their names may be worth very little, but magnitude of the task involved in giving effect to that idea can be well imagined.

(b) **Reorientation of Adult Education:** The narrow idea about adult education which prevailed so long in our country has undergone a complete reorientation, and adult education now means not only making the illiterate literate by arranging literacy classes for them, not even keeping them so by organizing follow-up classes, but in addition, inculcating upon them correct notions about health and sanitation, developing a civic sense as members of a great democratic country and also imparting some knowledge for the betterment of their economic and social life. The idea now is that of a full education in so far as it is practicable in the case of adults. The phrase by which it used to be designated has also been changed and 'Social Education'—the phrase now used in official language—has a wider connotation than 'Adult Education' and emphasises the social aspect of this education. This reorientation is a result of the growing sense that education which is not a monopoly of the privileged classes need not take the same form in all cases and that different methods are to be adopted for the purpose of educating different kinds of people. The technique of social education must necessarily be different from that of usual school education. Popular forms of entertainment are of great help in the education of adults. Grown-up people having a mature mind can pick up things much more quickly than children; and the people who come under the purview of social education being mostly engaged in some form of occupation or other, the aim should be to teach them as much as possible within the time they can spare.

(c) **Social Education Schemes of the State and their progress:** Until very recently Government did practically nothing beyond running prison schools in the Central Jails and occasionally granting small sums of money to night schools run by philanthropic organisations. But public interest in adult education was growing in West Bengal as elsewhere in India. With

the achievement of Independence philanthropic sentiments came to be re-inforced by democratic sentiments, and Government became conscious of its duty and responsibility in the matter. In June, 1948, it appointed a Committee of officials and non-officials to go into the problems of adult education in West Bengal and advise Government on the subject. The Committee indicated the three essential phases of the problem, viz.—

- (1) To make the illiterate literate and during the time this is done to impart such elementary knowledge as is essential and practicable.
- (2) To ensure that those made literate do not lapse into illiteracy.
- (3) To organise informative and cultural education with visual and auditory aids now available by arranging discourses for pure joy and fostering folk amusement on both familiar and novel lines.

The Committee also drew up a syllabus in the subject to be taught and recommended the setting up of an administrative and supervisory staff.

Acting on the recommendations of the Committee Government started in 1949 sixteen adult education camps where 547 persons including 60 women received specialised training as teachers for adult education centres. These persons were selected from amongst primary school teachers as it was thought that they would be the most suitable persons for the job. As an inducement for undertaking the work each Literacy Instructor was paid an allowance of Rs. 10 per month plus a bonus of Re. 1 per man and Rs. 2 per woman made literate.

In 1950, the district staff appointed by Government was made to go through a short and intensive course on adult education at the Basic Training College at Banipur. These district officers in their turn trained field workers in camps organised in their respective districts, and about 200 field workers including a number of women received a short course training in three district camps.

In 1951, 200 primary school teachers attended adult education camps at the Basic Training College, Banipur, and the Basic Training School at Kalimpong. Another camp for 100 teachers was held at Cooch Behar in the same year.

In terms of the recommendations of the Adult Education Committee a State Advisory Board consisting of distinguished educationists and experts has been set up to advise Government on matters relating to the promotion of adult education in West Bengal. In each district there is a Social Education Advisory Committee whose duty is not merely to give advice to the district staff but also to suggest measures for the expansion of social education in the district and to distribute Government grants and subsidies to libraries and folk-recreational institutions. Finally, each village or township where an adult education centre has been started has a small local committee which organizes and conducts the activities of the centre by recruiting adult pupils, holding literacy tests and carrying on propaganda to popularise education among the masses.

A special administrative staff for the supervision of Social Education in the State has been set up. It consists of the Chief Inspector, Social Education, three Adult Education Officers and a number of District Social Education Officers and Circle Assistants.

In August, 1951, the Hon'ble Minister for Education formally inaugurated the Social Education Bureau and Film Library at the Chowringhee annexe of the Education Directorate. The Bureau where experts and field-workers can meet for discussion and seminar study has a miniature projection hall where educational films are shown every week for the benefit of social

education workers and students of Calcutta schools and colleges. The Film Library attached to the Bureau has a store of 16 m.m. educational films which are circulated free of charge to adult education centres and other applicants. The mobile unit which was put into service in July, 1951, visited in course of seven months 53 centres or institutions and gave 197 shows which were attended by about 16,000 people.

The Social Education scheme also provides for financial assistance for different forms of folk recreation such as *jatra*, *kathakata*, *kirtan*, *tarja*, *kavigan*, *gambhira*, folk songs and dances. The idea is to encourage composers and performers to produce and present really good stuff which will have educative as well as entertainment value. Government expenditure on this account amounted to Rs. 15,000 in 1949-50 and Rs. 30,000 in 1950-51.

The scheme has in view the establishment of full-fledged community centres in villages for the purpose of imparting social, civic and cultural education to the villagers and also affording opportunities to every member of the community to participate in wholesome recreational, co-operative and welfare activities.

Government fully appreciated the value of the services of voluntary organizations such as the Ramkrishna Mission, Bengal Bratachari Society, Nari Siksha Samity and the Viswa Bharati Rural Reconstruction Institute which had been doing commendable work for spreading education among the masses. Their programme of work included besides adult literacy, improvement of health and sanitation, economic regeneration of villages, revival of folk art and music, social and religious education. Their activities were sought to be co-ordinated in the Government plan for the removal of illiteracy and the propagation of Social Education. These organizations were helped by Government with grants for the purchase of equipment and recurring grants for subsidising their adult education centres. Eleven voluntary organizations received regular annual grants from Government amounting to Rs. 1,44,680. With Government help and encouragement the activities of these voluntary organizations widened, and two of them came to have their own audio-visual units with which they were able to arrange film shows in rural areas.

(d) **Social Education centres including post-literacy classes and enrolment:** Two types of adult education centres were started by Government—(1) literacy centres and (2) complete centres. The latter aimed at imparting social education in addition to literacy which by itself is not of much value. The centres were attached to Primary, Middle or High Schools or to public libraries. A literacy centre was conducted by one teacher while a complete centre had two teachers—a literacy instructor and a social education teacher. The second teacher who gave talks and organised demonstrations and community activities was paid an allowance of Rs. 30 per month. Both the teachers were also members of the tutorial staff of the school to which the centre was attached. A table showing the number of centres and their enrolment is given below:—

Adult Education centres and their enrolment

Year.	Number.	Enrolment.	Number of adults made literate.
1949-50	..	817	26,076
1951-52	..	1,152	62,681

In 1949-50 Government maintained 483 centres. In 1950-51 the number of centres increased to 655. The rate of increase in enrolment in all the centres, Government as well as private, taken together was higher than the rate of increase in their number. This reflected the success of the drive for recruiting pupils. But the number of adults made literate during the period did not reach even 50 per cent. of the total enrolment, thus indicating the amount of wastage in adult education.

To provide opportunities for continuation education for those who came out as literates from the adult education centres, small libraries were set up at selected places serving four or five adult education centres in the neighbourhood and each centre was provided with a number of suitable books which would form the nucleus of a library there. In view of the valuable service which public libraries could render in connexion with mass-education a good number of such libraries were helped by Government with grants in the form of suitable books and equipment. The number of such libraries was 179 in 1950-51 and 245 in 1951-52, and the amount of grant received by them was Rs. 76,100 in 1950-51 and Rs. 1,08,000 in 1951-52.

The amount spent by Government on adult education in West Bengal increased from Rs. 1,61,098 in 1949-50 to Rs. 7,30,169.

(e) **Production of literature and audio-visual aids for adults:** Attempts were made by experts to evolve a method by which adults might be made literate in about a month's time. Primers such as those brought out by the West Bengal Mass Education Society were found to be very good for the purpose. The Education Directorate published a monthly journal *Janasiksha* and pictorial posters which were supplied free of cost to all adult education centres and libraries. Two historical albums and a geographical picture book giving a running account of the history and the main geographical facts about India were under preparation.

Considerable use was made of audio-visual aids such as the cinema and the radio for the education of adults in the State. Government purchased 760 radio sets, 20 epidiscopes, 36 film projectors, 2 sets of photo equipment, 200 wet batteries, 233 films, 50 film screens and 6 generators. Five hundred radio sets were installed in different centres.

(ii) **New experiments and outstanding problems**

Having regard to the fact that working people cannot spare much time for acquiring literacy, short-cut methods of literacy instruction had to be evolved. The key-word method and the global or sentence method, which are reported to be working well in European languages, had to be modified a little for teaching Bengali. Lessons were framed with simple and familiar words and eventually with short meaningful sentences. Reading and writing proceeded simultaneously and the contents of the lessons were so devised as to have direct relation with the needs, interests and everyday experience of the adults. Practical arithmetic to the extent of the average adult's everyday needs was also taught along with the mother tongue.

With the object of providing facilities for training in citizenship by actual participation in social work and community activities Government approved a scheme of youth camps and sanctioned a sum of Rs. 7,300 for the purpose during 1950-51. Camps were held at eight different places in 5 districts under the supervision of District Magistrates and local educationists. More than 500 school and college students joined these camps where the programme followed consisted of manual work such as building and repairing roads, reclaiming tanks, clearing jungles, filling

up stagnant pools, talks and discussions on literacy campaigns and on social and cultural subjects. Exhibitions of educational and information films, music, dramas and *kathakata*, were also arranged. Proposals for organising such camps regularly every year were considered by Government. One of the proposals was to set up in the districts of Darjeeling and Jalpaiguri a chain of permanent youth hostels on the model of German *Jung Hauses* with the object of integrating seasonal youth camps to a general Youth Welfare Movement.

The most important outstanding problem in adult education is how to prevent adults made literate from relapsing into illiteracy. To meet this problem 'follow-up' institutions should be set up so that adults after becoming literate may continue their education in a manner useful and interesting to them. Another problem is to provide more mobile units for the rural areas.

Before this chapter is concluded reference should be made to the observance of November 1, 1951, as the Social Education Day. This was done under instructions from the Ministry of Education, Government of India, in order to focus public attention on the vital importance of social education. The Day was observed all over the State in a befitting manner. Public meetings were held and processions were taken out. Open air classes were held for teaching illiterate men and women how to sign their names and mass-enrolment for the adult education centres was made.

Exhibitions of local crafts and industries and folk recreational performances were also held at many places.

CHAPTER X

EDUCATION OF GIRLS AND WOMEN

(a) **Progress of Women's Education:** Women's education in West Bengal made definite progress during the quinquennium under review. From whatever point of view we look at it—whether it is the number of institutions for girls' education at different stages or the enrolment in them or the amount of expenditure incurred for them—we notice encouraging signs of the rapid progress girls were making in different spheres of education in the State. What is still more heartening is that girls were gradually occupying more and more top places in the lists of successful candidates in different examinations. Not only were more girls receiving instruction but more and more women were coming forward to impart instruction to pupils of their own sex. In other professions also their number increased. The great progress women in West Bengal have made in education in recent years presents a refreshing contrast to their backwardness in the not very remote past. Changes in social conditions and economic necessity helped a good deal in bringing about this remarkable progress of girls. Early marriage and *purdah* which hampered female education in the past have almost disappeared, and economic conditions which made it necessary for many women to contribute to the family budget supplied the additional stimulus for girls' education where the desire for culture and enlightenment was not sufficiently effective as a motive.

The total number of girls and women reading in different educational institutions in the State increased from 299,830 in 1947-48 to 523,621 in 1951-52. The greatest increase—proportionately speaking—took place in high schools and professional and other special institutions. The number in the former rose from 35,887 to 70,865 while that in the latter showed an

even more notable rise from 4,980 to 15,468. From the point of view of number only, the increase in the enrolment of primary and junior basic schools was quite naturally the most remarkable. The number of girls in these schools rose from 225,899 to 392,437. The rise in enrolment at other stages which was also quite considerable will be found in Table A.

Table A

Number of scholars in—	1947-48.	1951-52.
University and General Colleges ..	4,085	7,426
High Schools ..	35,887	70,865
Middle Schools ..	28,979	36,773
Primary/Junior Basic Schools ..	225,899	392,437
Nursery Schools ..	..	652
Professional and Special Institutions ..	4,980	15,468
Total ..	299,830	523,621

When we turn from the number of scholars to the total expenditure we find similar evidence of expansion of girls' education. Table B shows how the expenditure from different sources on institutions for girls and women increased during the quinquennium. The total amount as also the amount spent from the State Funds increased nearly 100 per cent. in course of these five years.

MEMORANDUM Table B EXPENDITURE ON INSTITUTIONS FOR GIRLS AND WOMEN

Total expenditure on institutions for girls

	1947-48.	1951-52.
	Rs.	Rs.
Government Funds ..	25,15,929	48,72,620
District Board Funds ..	86,222	1,35,327
Municipal Board Funds ..	5,45,089	8,97,276
Fees ..	26,29,623	63,34,228
Endowments and Other sources } ..	17,08,870	23,03,438
Total ..	74,85,733	1,45,42,889

Encouraging as these signs are, they should not be allowed to make us complacent as there is still much to be done for the education of girls which is lagging far behind that of boys. There is still great disparity in number between male and female scholars. The total number of the latter in all types of institutions is not even one-third of that of the former. In 1951-52 while the total number of girls and women receiving instruction was 523,621 that of boys and men was 1,747,133. Surely this position should be ended as early as possible, and utmost efforts should be made for that end.

(b) **Facilities at the various stages of education:** To meet the requirements of the increasing number of girls seeking education facilities at the various stages had to be expanded. The expanded facilities in their turn further encouraged female education. While the number of general colleges for women remained the same—though they were not the same institutions—in 1951-52 as in 1947-48 and the number of primary and junior basic schools for girls came down rather sharply during the quinquennium that of all other institutions for them registered a steady increase, the most noteworthy being that of professional and special institutions. The fall in the number of primary and junior basic schools for girls was due to the closing down of many weak and inefficient schools and the amalgamation of many others with neighbouring boys' schools. There could be no objection on principle to such amalgamation as boys and girls at the primary stage reading in the same schools during the same hours or at different hours is a very common phenomenon. Government started three new high schools for girls at Krishnagar, Jhargram and Jalpaiguri. The Berhampore Girls' College was brought under the scheme of sponsoring women's colleges in mufassil towns where facilities for higher education of girls are lacking. Two new colleges for women were started at Hooghly and Jalpaiguri under the same scheme which provides for the making up of the entire deficit of these institutions from Government funds. The number of girls' institutions of different types at the beginning and end of the quinquennium is given in Table C below:—

Table C

Number of institutions for girls

	1947-48.	1951-52.
General Colleges	14	14
High Schools	108	162
Middle Schools	132	184
Primary/Junior Basic Schools	1,234	755
Nursery Schools		3
Professional and Special Institutions	35	151
Total	1,523	1,269

(c) **Co-education:** The demand for female education in West Bengal has been so great in recent years that the increased facilities provided in the institutions meant solely for girls and women could not simply cope with it, and in the absence of better arrangements places were found for them in boys' institutions except at the secondary stage where co-education is not considered desirable. There are now very few institutions at the university and collegiate stage which do not admit girls and women. Girls are not admitted to the intermediate classes of some colleges which, however, do not object to admitting them to the degree classes in view of poor facilities for Honours teaching in institutions for women. Some institutions have separate sections for girls in the morning. The number

of girls reading in institutions meant originally and primarily for boys in 1951-52 was 342,039. Of these 319,539 were in Primary and Junior Basic Schools, 14,074 in Middle Schools, 4,104 in High Schools and 4,322 in Universities and general colleges.

Commenting on the subject of co-education in colleges, the Indian Universities Commission made the following observations:—

“There are few truly co-educational colleges in our country. Rather there are men’s colleges to which women have been admitted as students, which is a very different matter. Quite frequently in ‘co-educational’ colleges nearly all the amenities are for men, and women are little more than tolerated. Often sanitary facilities for women are totally inadequate, and sometimes wholly lacking. Recreation space and facilities for women similarly are inadequate or lacking.”

Although conditions in West Bengal during the period under review were not in every respect as bad as they would appear to be from the observations quoted above, it must be admitted that the remarks of the Commission are mainly true; and Government was not in favour of indiscriminately admitting girls to boys’ institutions without due consideration being paid to the provision of proper amenities and facilities for them.

The general opinion seems to be that from the thirteenth or fourteenth year of age until about the eighteenth, separate schools and colleges for boys and girls are desirable. But at the degree level separate institutions would be unjustified as they would involve avoidable expenditure by duplicating arrangements for teaching. Besides, as the Commission observed, “separate women’s colleges commonly have poorer buildings, poorer equipment, and less able teachers”. So co-educational institutions should be encouraged at the degree level as far as possible. But colleges to be truly co-educational should give as much thought and consideration to the life needs of women as to those of men.

(d) **Special scholarships and courses for girls:** For encouraging female education in the State, Government has a system of awarding special scholarships to girls on the results of the public examinations held at the conclusion of the primary, middle and secondary stages. During the period under review, there were 150 scholarships of Rs. 3 per month, 60 of Rs. 5 per month and 10 of Rs. 10 per month at the end of the primary, middle and secondary stages respectively. The scholarships awarded at the end of the middle stage are tenable for four years while the others are tenable for two years.

Little thought has so far been given to the education of women as women; they have simply been made to imitate men. Some pretty accomplishments have however been considered more desirable in the case of women than in that of men. The special needs and requirements of women as distinguished from men have been practically ignored. As a result the courses of study in our schools and colleges were practically identical for men and women. Domestic Science and Domestic Arithmetic which was indeed a special subject for girls at the secondary stage made it easy for them to get through the Matriculation or School Final Examination. Special Bengali for girls in lieu of the classical language had a similar effect at the Intermediate Examination. The introduction of a one year course of training for teachers of Domestic Science by the Calcutta University during the quinquennium was not a sufficient indication of change in perspective.

CHAPTER XI

MISCELLANEOUS

(a) **Pre-Primary Education:** Government policy with regard to Pre-primary Education in the State is set forth in the following paragraph quoted from its resolution on the Report of the School Education Committee:—

“Government agree with Committee that having regard to the funds now available and to the paucity of trained women teachers, it is not practicable for the Government to undertake the responsibility for pre-primary training of infants which even in a country with large resources, like England, has not been brought under the scheme of compulsory education; nor will it be desirable to promote a type of schools which are neither purely Nursery Schools nor primary in character but mix up the training and instruction of infants and older children. From the point of view of educational organisation on scientific lines, Nursery Schools should be a type apart and their organisation for the time being will be left to voluntary agencies competent to deal with the nurture and mental growth of infants. Government will be prepared of course to help such institutions in their educational endeavour if they are carried on on right lines.”

With a view to providing facilities for nursery training Government maintains a nursery training section (practice-teaching school) attached to the Women's Department of the David Hare Training College.

Seven Nursery Schools managed by private agencies were helped by Government with grants. Four of them are in Calcutta, two in Jalpaiguri, and one is in Howrah. The most important among them is the Jitendra Narayan Roy Infant and Nursery School in Calcutta.

A number of Secondary Schools for girls in Calcutta have Kindergarten and Nursery classes attached to them. Mention may be made, in this connection, of Brahma Balika Sikshalaya, Duff M.E. School, Sishu Vidyamandir, St. John's Diocesan School, United Missionary Girls' School, Gokhale Memorial School and Sakhawat Memorial Girls' School. The last one is a Government institution.

(b) **Aesthetic Education (Art, Music, Dancing, etc.):** Appreciation of art and creative activity were encouraged even in the lower classes of schools. Pupils had regular practice in drawing, clay modelling, paper cutting and other similar activities.

Apart from these classes for drawing and manual training there were three art schools in Calcutta solely devoted to the teaching of art. One of them the Government School of Art was raised to the status of a college under the name Government College of Art and Craft. Instruction is imparted here on Fine Art, Indian Art, Lithography, Commercial Art, Wood-graving, Modelling, Sculpture and Draughtsmanship. The course for Draughtsmanship is of three years, all other subjects have five-year courses.

The other two institutions are the Indian Art School and the School of Oriental Art. Both of them are aided by Government.

In aesthetic education Visva-Bharati led the way. Mention has already been made of the Kala-Bhavana and the Sangit Bhavana. These two institutions of Visva-Bharati are largely responsible for the revival and re-orientation of aesthetic education in the country.

Music which used to be regarded as an accomplishment more of girls than of boys was an optional subject for girls at the Matriculation and School Final Examination. Many girls' schools have music classes attached to them. Kirtan, Baul, Rabindra-Sangit and Classical Songs of the Vishnupur variety are Bengal's special contribution to vocal music. Dancing was also taught in most of these music schools.

Government encouraged these art and music schools by making regular grants to them. The total Government grant for these institutions amounted to Rs. 12,406 in 1947-48 and Rs. 40,752 in 1951-52.

(c) **Education of the Handicapped:** The handicapped may be divided into two broad classes (1) the mentally handicapped and (2) the physically handicapped. It is a pity that the only institution for the mentally handicapped, viz., Bodhana-niketan at Jhargram in the district of Midnapore, which owed its existence to private initiative was closed down in 1951. In view of the great necessity for institutions of this type Government was, however, considering ways and means for opening an institution for the mentally handicapped, preferably State-managed.

The physically handicapped may be subdivided into two classes the blind and the deaf-mute.

In 1951-52, there were three schools for the blind—all of them aided by Government—with a total enrolment of 174 students including 48 girls. Of the 20 teachers employed in these institutions 15 were specially trained. A sum of Rs. 1,24,359 including Rs. 43,353 from Government funds was spent in 1951-52 for the upkeep of these institutions.

Two of these institutions, viz., the Behala Blind School and the All-India Lighthouse for the Blind, are in Calcutta while the third one is at Kalimpong. The aim of these institutions is to provide elementary and high school education through the Braille system in addition to vocational training in spinning, weaving, carpentry, basket-weaving, etc.

Of the 5 schools which existed for the education of the deaf-mute in the previous quinquennium, one ceased to function. The 4 existing institutions, of which the most important was the Deaf and Dumb School in Calcutta, received increased grants from Government. In 1951-52, these schools had a total roll strength of 321 including 86 girls and a staff consisting of 46 members of whom as many as 41 were specially trained. It is very encouraging that the number of teachers specially trained for the education of the deaf-mute increased from 27 to 41 in last year of the quinquennium. A sum of Rs. 1,54,781 including Rs. 99,138 from Government funds was spent for these institutions in 1951-52.

Instruction is given in these schools in the ordinary primary course and in vocational subjects like printing, clay-modelling, tailoring and metal-plating. The Calcutta Deaf and Dumb School has a teachers' training college attached to it.

Reference may be made here to arrangements for the education of juvenile offenders, for delinquency of the criminal type on the part of young boys may be looked upon as being due to some defect in the organisation of their mind. Such offenders, on conviction, are sent to Borstal Schools or Reformatories instead of being sent to ordinary jails where association

with criminal adults would make them hardened criminals for the rest of their life. At the beginning of the quinquennium there were two such institutions in West Bengal managed by the State—one at Bankura and the other at Berhampore. In 1950-51 the Borstal School at Bankura was transferred from there to Berhampore. In these schools juvenile offenders were taught to be useful citizens on being released from the Borstal School or the Reformatory. At the Borstal School the primary course was taught and if any body so desired arrangements were made for education in the higher stage also.

(d) Education of the Scheduled Castes and other Backward Communities:

In undivided Bengal separate funds were maintained by Government for promoting the education of Scheduled Castes, Muslims and Buddhists. But after partition the separate funds for all these communities were amalgamated, and the wider term 'educationally backward classes' came to be used so as to include, besides Muslims, Scheduled Castes and other backward classes including tribal people. A consolidated fund was created for promoting education among Muslims and all educationally backward classes. The corpus of the fund at the time of partition was Rs. 6,38,000 out of which Rs. 2,71,065 was spent up to March 31, 1948. This is a non-lapsing fund to which annual contributions are made by Government. Any amount lying undistributed or undrawn accumulates in the fund and may be utilised next year. This is an advantage over normal grants which, if unspent, lapse with the closing of the financial year. The advantage will be properly appreciated when it is known that the actual expenditure out of this fund has always been less than the amount budgeted chiefly on account of some stipends and grants not being drawn.

Up to March, 1951, some tribes, e.g., the Santhals, Oraons, Mechs and Mundas, were treated as Scheduled Castes. But under the Constitution Orders of 1950 a separate list of Scheduled Tribes was drawn up, consequently the list of Scheduled Castes was revised, and a third list of other educationally backward classes was prepared. Accordingly the beneficiaries of the fund fell under four different categories, viz., Scheduled Castes, Scheduled Tribes, other educationally backward classes and Muslims.

Students are awarded stipends, book grants, examination fees, seat rents in college hostels from this fund which is also utilised for purposes of giving grants-in-aid to Madrassahs and Schools catering mainly for students belonging to the Scheduled Castes, Tribes and other educationally backward classes, building grants for schools and hostels, grants for playgrounds of schools, furniture and equipment grant, library and prize grants, Provident Fund contribution for teachers of Madrassahs, scholarships on the results of the Madrassah Examinations, maintenance of hostels for Scheduled Caste students in Calcutta, capitation grant to hostels outside Calcutta for school and college students belonging to the Scheduled Castes, Tribes, etc., and for other allied purposes.

In 1951-52 the amount in the fund was Rs. 11,92,587 including Government contribution of Rs. 8,41,000 for the year and the amount spent was Rs. 10,40,934. The rates of stipends varied during the quinquennium from Rs. 2 per month in classes I and II in Primary Schools to Rs. 50 per month in professional and technical colleges.

In 1951-52, one hundred and twenty-two schools catering mainly for students of Scheduled Castes, Scheduled Tribes and other backward classes, and 104 Madrassahs were helped with grants from this fund. During the same year 430 students belonging to the Scheduled Castes, 94 to other backward classes, and 206 Muslims, in post-Matriculation stages, were awarded

stipends. As regards students of these communities reading in schools, Rs. 2,08,787, Rs. 54,275 and Rs. 1,05,545 were spent for the Scheduled Castes, other backward classes and Muslims respectively.

There is a proposal for allowing free tuition to all students of backward classes up to Class X.

(e) **Education of Tribal People:** Up to March, 1951, for purposes of education tribal people were included among the Scheduled Castes and separate figures were not maintained for them. But from April, 1951, they formed a separate category and separate figures for them are available since then. After that date sums were allotted for their education from the fund for the promotion of education amongst educationally backward classes. In 1951-52, twenty-three tribal students in post-matriculation stages received stipends from this fund, and a sum of Rs. 87,400 was spent as stipends for students belonging to Scheduled Tribes reading in schools.

A comparative statement of the number of students belonging to the educationally backward classes receiving instruction at different stages in West Bengal is given below:—

Year.	Primary stage.		Secondary stage.		Collegiate stage.		Professional and Special Education.	
	Boys.	Girls.	Boys.	Girls.	Boys.	Girls.	Boys.	Girls.
1947-48	218,253	41,781	31,744	4,984	1,957	37	9,202	475
1951-52	264,482	79,360	58,002	6,035	1,766	82	19,244	846

The figures indicate the progress in education made by educationally backward classes in West Bengal during the period under review.

(f) **Physical Education and Youth Welfare:** Physical education in West Bengal which forms part of the Youth Welfare Scheme for the State is controlled and directed by the Chief Inspector, Physical Education and Youth Welfare Officer of the State. He is also the Principal of the Government College of Physical Education (for men) in Calcutta where physical instructors for high schools and colleges are trained. His work is mainly carried out through District Organisers who are also trained in the College of Physical Education. In some cases these District Organisers whose main function is to organise physical education and help local organisations in promoting games and sports in their respective districts, also train instructors for clubs and *akhras* by arranging short courses of training in the College of Physical Education. Training camps for women are arranged from time to time; and refresher courses are held for men as well as for women.

Physical efficiency tests for boys reading in high schools are held every year, and certificates of physical proficiency awarded to students who attain the minimum standard fixed for the purpose. Sums of money are allotted by Government for the purpose of equipping high schools and colleges with necessary apparatus, play ground and other facilities for physical education. Youth clubs and associations are also helped with grants for similar purposes. In 1951-52, fifteen sports and physical training associations were helped by Government with grants totalling Rs. 7,794. In making grants no distinction was made between clubs and

associations for games and physical exercise of the Indian varieties and those of the European varieties. The largest grants were awarded to the Bengal Olympic Association, Bengal Amateur Swimming Association, Women's Sports Federation and Children's Fresh Air and Excursion Society.

The West Bengal Branch of the Indian School Sports Association which was helped by Government in various ways conducted competitions in football, volleyball, athletics, kabadi and swimming. District tournaments were also held in which a large number of students participated.

Physical training or drill formed a regular feature of high schools in the State. It cannot, however, be said that physical training programmes in schools or colleges were very satisfactory. This was due to a variety of causes such as an overcrowded routine, lack of trained leadership, absence of proper facilities and equipment. After-school games which are the most important part of the whole programme were not compulsory in many schools, while in others the physical instructors were burdened with too many classes. In primary and middle schools proper time-allotments were not made for physical training. In colleges physical training or games were optional and only those who were interested took part in them. The students are not wholly to blame for this state of affairs. Our system of education is so examination-ridden that they can seldom think of anything except preparing for examinations. In Calcutta which has more than 50 per cent. of the student population of the entire State, inspite of the big tournaments held there, only a small percentage of the students actually play games or are actively interested in sports. Many of them live far from their schools or colleges and very few of these have any playground. In the mufassil where space is no problem at all, conditions are better and a much larger percentage of the students there participate in games and sports. All talk about making games and physical exercise compulsory is bound to be futile unless proper arrangements with regard to time and playgrounds are made. An ideal solution would be to make our educational institutions residential with ample playgrounds. But that sounds very much like a counsel of perfection difficult to be achieved in the foreseeable future.

The increasing number of girls reading in schools and colleges has created another problem, viz., that of training physical instructors for them and providing proper facilities for physical education. With the object of promoting physical education among women a new post of Inspector of Physical Education (Women) was created during the quinquennium. This officer does part-time instructional work at the David Hare Training College and supervises and guides physical training and welfare work in Government and aided institutions for women in the State.

On the whole it should be admitted that the activities of the Department of Physical Education have helped in making people realize the importance of physical exercise in the life of students and they have popularized games, athletics and other forms of physical exercise.

The Students' Welfare Department of the Calcutta University conducted medical examination of college students in Calcutta. The reports of these examinations make depressing reading as they reveal defects on a wide scale. Many of these defects are due to malnutrition for which it is extremely difficult for parents and guardians to find a remedy in their present economic condition.

(g) **Special Institutions:** There are no public schools in West Bengal. But there are a number of preparatory schools run by private agencies along lines prevailing in England. Practically all these schools are located in Calcutta where there is a demand for institutions of this type. These schools are more expensive than other schools and cater for a particular type of pupils.

(h) **Anglo-Indian Education:** The constitution of Free India aims at securing for its citizens equality of status and opportunity and promoting among them all fraternity assuring the dignity of the individual and the unity of the nation. In this context separate provision for the education of a religious or racial community, not educationally backward, may seem rather incongruous. The British had their reasons for making special arrangements for the education of Europeans and Anglo-Indians. Those reasons are no longer valid. While Europeans, not being citizens of India, cannot claim educational facilities as a matter of right, Anglo-Indians, as citizens of India, have every claim upon the educational facilities offered in the country. But the existence of special facilities for them is neither consistent with the ideal of democracy nor conducive to national unity. This was recognised by the framers of the constitution, but in view of the special circumstances such as their mother tongue and their way of life special arrangements for their education were guaranteed by the constitution for a period of ten years. At the same time as a condition to the grants-in-aid, under Act of the Constitution, Anglo-Indian schools in West Bengal were required to reserve 40 per cent. of the places for Indians. These places might be filled up by others only if they were not applied for by Indians in time. Also, schools were instructed not to waste schooling facilities but to fill in available places by Indians who applied for them after applications for admission from Anglo-Indians had been met. The percentage of Indians (other than Anglo-Indians) in the Anglo-Indian Schools in West Bengal during the period under review was round about 40. Most of these schools were private, the majority receiving aid from Government, while two at Kurseong, viz., the Victoria Boys' School and the Dow Hill Girls' School, were directly managed by the State Government and one higher secondary school at Khargpur and five primary schools were maintained by the Railways. - The control and supervision of all these schools, both Government and private, were vested in the State (formerly Provincial) Board for Anglo-Indian Education which worked in close collaboration with the Inter-State (formerly Inter-Provincial) Board for the education of Anglo-Indians. The Inspector of Anglo-Indian Schools in West Bengal who is an officer of the State Government is the ex-officio Secretary of the State Board.

Anglo-Indian Schools are divided into three main categories—Primary, Secondary Modern and Higher Secondary. The schools of all categories have Kindergarten classes, in addition Primary Schools have classes I to IV, Secondary Modern Schools Classes I to VIII and Higher Secondary Schools Classes I to IX. The Secondary Modern schools were formerly known as Higher Grade schools. The State Board for Anglo-Indian Education recommended that both Secondary Modern and Higher Secondary schools should be designated secondary schools, and that the Higher Grade Examination should be revised and re-designed as "The Modern Schools Final Examination" and made available to all secondary schools side by side with the Matriculation and Cambridge Local Examinations. This recommendation was accepted by Government, but it could not be implemented in full as considerations of expense and lack of class-room accommodation prevented most schools from adopting the bilateral programme of providing a practical course with a vocational bias leading

to the Modern Schools Final Examination and an academic course of the kind leading to the Matriculation or the Cambridge School Certificate Examination. So secondary schools offered either the academic or the vocational course but not both. Two Anglo-Indian Schools had College Departments affiliated to the Calcutta University. There is a purely commercial school for girls run by the Y.W.C.A. in Calcutta. The number of institutions for Anglo-Indians in West Bengal, their enrolment and the direct expenditure incurred for them as well as Government contribution to it in 1947-48 and 1951-52 are shown below:—

Year.	Number of Institutions.			Scholars.			Total Direct expenditure.	Expenditure from Government Funds.
	Boys.	Girls.	Total.	Boys.	Girls.	Total.		
							Rs.	Rs.
1947-48	26	29	55	5,632	4,264	9,896	32,02,170	8,58,120
1951-52	23	33	56	7,136	6,440	13,576	39,26,950	8,92,207

It will be noticed that while the number of institutions increased by only one, the number of scholars increased by 3,680 and the total direct expenditure by Rs. 7,24,780 and Government's share in it by Rs. 34,087.

A very good feature of the primary schools for Anglo-Indian children was that there was practically no wastage. Pupils in Class I generally went up to Class IV and completed the primary course. Attendance at secondary schools was also good; but failures among boys in the Modern Schools Final Examination were rather heavy. These failures were due to lack of proficiency in the Indian Language, Mathematics and Science. The tone of discipline in these institutions was quite satisfactory.

Anglo-Indian Schools had a good number of stipends and scholarships attached to them; and the proportion of trained teachers in these institutions was much higher than that in other schools in the State. They have commodious buildings with adequate residential accommodation and spacious playgrounds with good arrangements for games, sports and other extra-curricular activities, and there is no overcrowding. It is these features which attracted an increasing number of Indian students to them. A quota has indeed been fixed for Indian students in Anglo-Indian Schools. But it would be much better to introduce the good features of these schools in the schools meant for Indian boys and girls by spending more money on them and making them less dependent upon their fee-income.

(i) **Boy Scouts and Girl Guides:** 'Of the social service organisations which were encouraged by the Education Department of the State, the most important were the Boy Scouts Association and the Girl Guides Association. These organisations which aim at training school boys and girls for good citizenship by forming their character and developing their power of observation and inculcating a spirit of obedience and self-reliance through loyalty and thoughtfulness for others drew a large number of pupils to their fold. There were Boy Scout Associations in almost all the districts; and the Girl Guide movement was popular among students of Anglo-Indian girls' schools.

Boy Scouts did useful service at Cooper's Camp, Ranaghat, and at the Kanchrapara Relief Camp by looking after the sanitation of the camps and by helping in the distribution of doles to the refugees in these camps and in the dispersal of the inmates to different areas.

A contingent of scouts—the largest from India—was sent from West Bengal to the Seventh World Jamboree held in Australia in 1951. In 1951-52, a sum of Rs. 10,950 was spent from the State revenues as grants to the Boy Scouts Association and Rs. 1,000 to the Girl Guides Association.

(j) **National Cadet Corps:** The National Cadet Corps which is an all-Indian organisation is administered in the States by the respective State Governments. In West Bengal the N.C.C. is administered by the Department of Education through a Special Officer. On the Army side there is one Circle Officer who is in charge of all the units in the Senior and Junior Divisions of the Corps and helps the State by giving technical advice regarding administration, discipline and other methods.

Regular Officers of the Defence Services are seconded to the State N.C.C. for the military training of cadets and for the administration of offices and maintenance of stores and armouries attached to the units. The relation of the State Government with these officers was excellent.

Besides these regular officers, there are N.C.C. officers, who are volunteers drawn from the teaching staffs of schools and colleges attached to their respective units in the Junior and Senior Divisions. In the beginning the flow of volunteers for working in the N.C.C. as officers was not very satisfactory, but after the introduction of a system of out-of-pocket allowances for them a better response was noticeable.

There are two Divisions in the Corps—Senior and Junior. The cadets in the Senior Division are recruited from among students of colleges and those in the Junior Division from students of high schools. In 1951-52, the Senior Division of the N.C.C. in West Bengal had 15 units and the Junior Division had 165 troops. Among the units in the Senior Division there were 4 Infantry Battalions, 1 Independent Infantry Company, 2 Medical Units, 1 Artillery Unit, 2 Engineering Units, 1 E.M.E. Unit, 1 Air Squadron and 1 Girls' Troop.

In 1951-52, the authorized strength of the Senior Division was 97 officers and 3,169 cadets and that of the Junior Division was 165 officers and 5,445 cadets. In 1947-48, there were only 3 Infantry Battalions and 3 Technical Units—Engineering, Signal and Medical—in the Senior Division which had 2,200 cadets, and the Junior Division had only 2,000 cadets.

It is encouraging to note the growing interest among students in the N.C.C. There was a waiting list of colleges desiring to have units in the Senior Division. Cadets in all the units reached a high standard of efficiency—many of them won B and C certificates while some were accepted by the National Cadet Corps Academy for training as Commissioned Officers. One cadet from West Bengal achieved the distinction of being the best cadet in the Defence Academy in 1951.

Each officer before being commissioned is put through a course of military training at an Army Training Centre. All officers and cadets have to undergo service training for a period of 4 hours per week during the training year. The minimum period of training is 65 hours during the year. Besides the parades, there is an annual camp for 15 days for units of the Senior Division and for 12 days for troops of the Junior Division. As West Bengal has no really good camp sites, it was decided that the units would hold their camps at suitable stations outside.

A permanent office and store-room for the N.C.C. has been built at Fort William in Calcutta. A club-house where cadets of all units, their officers, parents, guardians and teachers may meet has also been constructed. An Air Wing Hangar and School was also under construction.

A sum of Rs. 9,44,489 was spent by Government for the N.C.C. in 1951-52 as against Rs. 1,76,693 in 1948-49.

(k) **Extra-curricula activities:** Like the Boy Scouts and Girl Guides Associations the Junior Red Cross and St. John Ambulance Societies also are organizations for training students in social service. The Junior Red Cross Society is popular among students of urban schools, particularly those managed by the State and schools meant for Anglo-Indians. Boy Scouts and Girl Guides are often interested in the activities of the St. John Ambulance Society which holds classes in First Aid, Home Nursing, Domestic Hygiene and allied subjects.

The Bratachari Movement which was initiated and organized by the late Guru Saday Dutt introduced a new variety of extra-curricula activity in the sphere of education in Bengal. Its emphasis on the dignity of manual labour, on physical fitness and joy in the students' life and on the spirit of service to society, and the educative value of its activities have been widely appreciated. Many schools have Bratachari Societies. The Bratachari system of exercises which consists chiefly of folk dances is a part of the curriculum of instruction at the Government College of Physical Education. The Association received from Government an annual grant of Rs. 9,000.

Among other extra-curricula activities of educational institutions in the State mention may be made of dramas, socials, lectures, debates and excursions. These were generally arranged by College Unions. The magazine which had remained suspended in many institutions in the interest of paper economy during the war made its re-appearance about the beginning of the present quinquennium. The Unions were the central organizations of students' activities in the colleges. These unions gave the students opportunities for learning how to manage their own affairs. This was a valuable training. But sometimes they tried to interfere with the administration of the institutions, and this occasionally led to unhappy incidents which, however, did not become as serious as in some other parts of the country.

(l) **School meals:** It is well known that a very large percentage of the students in our schools suffer from malnutrition. The provision of a mid-day meal at school is recognised to be a good thing both for combating malnutrition and for enabling children to benefit by the lessons imparted at the end of the day. But finance has restricted efforts in this direction to supplying tiffins only to a few high schools. In some schools—mostly State managed—pupils are made to bring their tiffin from home, while in others arrangements are made by the schools for supplying tiffins either free or on payment of an anna or so per head. In 1949-50, Government introduced a system of tiffin grants for high schools; primary schools were left out because of the larger number of students in them. In 1951-52, there were only 52 high schools—37 for boys and 15 for girls—under the compulsory tiffin scheme, and Government made a total grant of Rs. 25,788 to them. In view of the number of schools in West Bengal this was a mere drop in the ocean.

(m) **School Medical Service:** An efficient school medical service is now regarded as an essential part of the public system of education in all progressive countries. "The objective of the school medical service", says the report of the Central Advisory Board of Education, "is the healthy physical development of every school child. Where children are sick or defective, its business is first to ascertain what is wrong and then to ensure that the right treatment is available; where they are in normal

health, its business is to give a training in physical activity and in the principles and practice of hygiene, which will make the fit fitter. The former function is mainly medical in scope, the latter is mainly educational. School medical inspection is something much more than collecting statistics of defects, the school clinic something much more than an outpatient dispensary”.

At present there is no school health service, so to speak, in West Bengal. Such a service would require a host of doctors and nurses. In our schools where teachers are poorly paid and students suffer from lack of many amenities a health service might even be regarded by some as a luxury. Most of the residential schools, however, had something like this service. But the number of such schools was very small. Systematic work in this direction was done in Anglo-Indian and Missionary schools. Periodical reports in standard forms were sent to parents and guardians of the pupils in these schools.

In West Bengal school hygiene work is now done by the Public Health Department. In Calcutta and in some of the municipal towns the Directorate of Health Services maintains school hygiene units for periodical examination of the health of school children and correction of defects detected in course of examination.

An interesting scheme of school health service on a restricted scale was being worked out at the Singur Health Service Unit in the district of Hooghly. Under the health services scheme there primary school teachers of neighbouring areas were trained every year in school hygiene. The teachers who received this training under medical officers were made responsible for arranging periodical health examination of primary school students. The scheme was financed by the Department of Education, Government of West Bengal.

(n) **Libraries:** Libraries are very effective instruments for the spread of culture and education. The importance of public libraries has increased in West Bengal as a result of the introduction of the Social Education Scheme. Public libraries have been classified under three broad categories according to their status and the service rendered by them, and they were awarded grants in the form of suitable books and equipment of the value of Rs. 1,200, Rs. 800, Rs. 400 according to their category. In 1950-51, 179 public libraries were helped with grants totalling Rs. 76,100; in 1951-52 the number of libraries helped was 245 and the total amount spent in grants was Rs. 1,08,000.

(o) **Facilities for the education of refugee students:** As has been said at the beginning of this review, the provision of proper educational facilities for refugee students from East Pakistan was a problem of great magnitude to the Government of West Bengal. The creation of such facilities formed an important part of the programme for the rehabilitation of refugees. An Education Officer was appointed in the Relief and Rehabilitation Department of the Government of West Bengal to administer the funds placed at its disposal by the Government of India for the education of refugees.

The main features of the educational programme for refugee students were (1) help to existing educational institutions in the form of loans or grants or both so as to enable them to extend the facilities they had to refugee students, (2) establishment of new educational institutions in areas where there was a concentration of refugees but which had little or no educational facilities, (3) financial assistance to poor refugee students in the shape of tuition fees, book grants and stipends, (4) provision of free tuition for poor refugee students in primary and secondary schools.

In rural areas primary education had already been made free. So there was not much difficulty in arranging free primary education for refugee students in those areas. In urban areas where primary education was not free Government sponsored a very large number of primary schools, and students in fee-paying primary schools and in the primary sections of secondary schools were helped with tuition fees and book grants.

Many secondary schools were helped with capital grants for the purpose of extending class-room accommodation and purchasing furniture and equipment. A number of new high schools were started at Government cost in places where refugees had been encouraged to settle. As in fee-paying primary schools so in secondary schools deserving students were helped with tuition fees and book grants.

Then arrangements were made for the free tuition of poor refugee students in primary as well as secondary schools.

A number of colleges were helped with grants and loans for increasing the accommodation available in them. Deserving refugee students in colleges including medical colleges and technical institutions were at first helped with loans. But later on the system of granting loans was replaced by the system of awarding stipends. The value of these stipends varied from Rs. 30 to Rs. 60 per month. One of the conditions for the award of stipends in general colleges was that the candidates must have passed the previous examination in the first division; but there was no such condition in technical institutions, this relaxation being made for facilitating quick technical training and rehabilitation.

Government started a number of Polytechnics for refugee as well as non-refugee students under the Dispersal Scheme and also a hostel for refugee students in Calcutta.

(p) **Indian students abroad:** During the quinquennium a good number of students from West Bengal went abroad as Government or University scholars or as trainees deputed by private organisations. Some also went at their own expense. The Department of Education of the West Bengal Government awarded three State Scholarships every year for higher studies in foreign universities. The majority of these students went to the U.S.A. and U.K. Some went to Germany, Canada and Australia.

(q) **Scholarships, stipends, endowments, etc.:** In order to make education available to poor but meritorious students scholarships, stipends, endowments and free places in educational institutions should be instituted on a liberal scale. The object of education is to benefit society more than the individual; and if meritorious students are denied facilities for education on account of poverty society will be a greater loser than the individual students.

The Government of West Bengal has a system of awarding scholarships and stipends to students in various stages of education. The scholarships are awarded on considerations of merit, and stipends mainly for poverty though merit is also taken into account.

There are 204 scholarships (144 for boys and 60 for girls) of Rs. 5 per month tenable in high schools on the results of the Middle Scholarship Examination and 320 scholarships (170 for boys and 150 for girls) of Rs. 3 per month tenable in middle or high schools on the results of the Primary Final Examination. There are 16 Junior First Grade Scholarships of Rs. 16 per month and 116 Junior Second Grade Scholarships of Rs. 12 per month which are awarded on the results of the Matriculation (now School Final) Examination. Sixteen Senior First Grade Scholarships of

Rs. 20 per month and 60 Senior Second Grade Scholarships of Rs. 15 per month are awarded on the results of the Intermediate Examination of the Calcutta University. Twenty Graduate Scholarships of Rs. 30 per month are awarded every year by the Director of Public Instruction to deserving students joining post-graduate classes. Besides these, Government awards 3 Post-Graduate Research Scholarships of Rs. 100 per month.

In addition to the above scholarships awarded by Government the Calcutta University has 12 Jubilee Post-Graduate Scholarships of Rs. 32 per month awarded on the results of the B.A. and B.Sc. examinations.

Government scholars got free tuition in all schools and colleges in the State.

During the quinquennium 4,756 boys and 515 girls in the collegiate stage, 44,831 boys and 9,175 girls in the secondary stage, 10,072 boys and 2,079 girls in the primary stage, and 5,577 boys and 493 girls in professional and special institutions were awarded scholarships or stipends. The total amount spent on this account was Rs. 10,31,500 for boys and Rs. 1,03,562 for girls in the collegiate stage, Rs. 20,38,330 for boys and Rs. 4,77,897 for girls in the secondary stage, Rs. 2,63,817 for boys and Rs. 62,803 for girls in the primary stage, and Rs. 18,59,008 for boys and Rs. 19,86,320 for girls in professional and special institutions.

The Calcutta University which was very fortunate in the matter of endowments in the past did not receive any substantial donations during the quinquennium under review. The expenses of the Jute Research Institute are, however, met by the Indian Jute Mills Association. In 1951-52, the Government of West Bengal received a donation of Rs. 6,00,000 from Shri Badridas Goenka for upgrading the Government Commercial Institute in Calcutta to a full-fledged commercial college.

The total expenditure for education out of endowments during the quinquennium amounted to Rs. 59,07,954.

(r) **Hostels, Boarding Houses, etc.:** Good hostel accommodation is necessary not merely for study but for developing corporate life among students. Not many of the numerous schools and colleges in the State have hostels attached to them. All Government colleges except the Sanskrit College and the Bethune College have hostels, but not all Government schools. Private colleges also have hostels—some of these hostels in Calcutta were provided by the University. Philanthropic organisations, e.g., the Y.M.C.A., the Y.W.C.A., the Oxford Mission, the Baptist Mission and the Ramkrishna Mission, maintain hostels for students in Calcutta. Some of the best hostels in the city are amongst those of the Missionary colleges. Many schools have no hostels at all, others are content with what are modestly called "boarding houses".

The Calcutta University has no hostel for its post-graduate students. It has a few messes. The University Report points out the urgent necessity of providing suitable hostel accommodation for girl students in Calcutta whose number is daily increasing.

(s) **Encouragement to authors:** Government encourages authors by making grants to them for useful publications. In some cases direct help was given so as to enable them to publish their manuscripts. In other cases Government helped them indirectly by purchasing a fairly large number of copies of their books for distribution to the libraries of schools and colleges. A new development during the quinquennium was the institution of 3 Rabindra Memorial Prizes of Rs. 5,000 each for published

work in Bengali. Learned societies such as the Calcutta Mathematical Society, the Chemical Society of Calcutta, Science News Association and Bangiya Itihas Parishad were helped with grants for publishing their journals. Among the authors who were thus encouraged by Government mention may be made of Mahamahopadhyaya Pandit Haridas Siddhantavagis for an annotated edition of the Mahabharata, Dr. Nihar Ranjan Roy for his Bangalir Itihas, Shri Brojendra Nath Banerjee for his Sambadpatre Sekaler Katha, Bangalar Samajik Patra and Sahitya Sadhak Charitmalā, Dr. Kalipada Biswas and Shri Ekkari Ghose for their Bharatiya Vanaushadi, Shri Dinesh Chandra Bhattacharyya for his Bangalir Saraswata Abadan, Shri Jogendra Nath Gupta for his Banger Mahila Kavi, Shri Jogesh Chandra Roy for his Ancient Indian Life, Pandit Harekrishna Mukherjee for his edition of Gita Govinda and Shri Samar Guha for his Padarther Swarup.

(t) **Visual Education:** Visual Education through cinema shows is a useful supplement to the instruction received from books or in the class. It imparts a sense of reality about what is read in books or heard in the class. This form of education is particularly useful in the case of illiterate or just-literate people.

The film library attached to the Social Education Bureau of the Education Directorate maintains a store of educational films. These films are circulated free to adult education centres and other applicants. There is a mobile unit for organising film shows in educational institutions in and around Calcutta.

The British Information Service and the United States Information Service also arrange regular film shows on educational subjects in their respective centres in Calcutta. They also arrange film shows of this nature in educational institutions on request.

CHAPTER XII

CULTURAL DEVELOPMENT AND INTERNATIONAL ACTIVITIES

Cultural development and international activities now form an important feature of education in India as in many other countries of the world. These activities are designed to bring people of one country in close and intimate touch with those of another through travel programmes, regular courses of studies in selected subjects or training in specialised branches of technical knowledge. In addition to cultural development, training in technical subjects is also acquired through these programmes. Some of them are programmes of exchange of persons between one country and another for cultural and educational purposes. The value of such international contacts for culture and education need not be emphasised after the world has learnt the bitter lessons of two devastating wars in course of about thirty years. The purpose of education cannot be properly served by merely going to school or university. Education should broaden one's outlook and enlarge the sympathies. Isolated existence is apt to breed prejudice, misunderstanding and hatred. Hence the need of cultural development and international activities.

(a) **Types of overseas scholarships:** The Department of Education, Government of West Bengal, offered three State Scholarships every year for advanced post-graduate studies abroad. The scholars who are selected by the Public Service Commission are allowed free second class passage both ways and an equipment allowance of Rs. 500 each. The value of each

scholarship is £460 per annum at Oxford and Cambridge and £400 per annum at other Universities. Besides this, each scholar gets £25 per annum for books, study tours, medical expenses and so on. During the quinquennium State scholarships were awarded for studying subjects like Geography, Geology, Political and Social Science, Mathematics, Journalism and Publicity, Aptitude Testing and Vocational Guidance, Architecture and Town Planning.

(b) **U.N./U.N.E.S.C.O. Fellowships:** The U.N. and U.N.E.S.C.O. also offer fellowships and scholarships to students of one country for study and international activity in another. A number of these fellowships were availed of by persons from West Bengal during the quinquennium. Similarly, persons from other countries came here for study or technical assistance by which the United Nations seeks directly to "promote higher standards of living, full employment, and conditions of economic and social progress and development".

(c) **Fulbright and other programmes:** The United States Government exchange of persons programmes are popularly known as the Fulbright Travel Grant Programme and the Smith-Mundt/Fulbright Programme. These programmes came into operation in 1950 after the signing of an Agreement between the Governments of the United States and India for the establishment of the United States Educational Foundation in India. The foundation derives its funds from the rupee proceeds of the sale of United States war surplus property to the Government of India.

Under these programmes grants are made to American professors, advanced research workers, teachers and post-graduate students to cover transport, tuition, maintenance and other expenses incidental to their scholastic activities at institutions of higher studies in India; and grants covering the cost of round-trip transportation are awarded to Indian citizens who propose to lecture, or carry out research or post-graduate study at American educational institutions.

Grants to students are awarded for a period of one year. Grants to visiting lecturers and research scholars are for periods varying from five months to ten months. All grants whether for study or research require connection with an approved educational institution in the United States or India. The amount of each grant is determined by the candidate's professional level, the availability of funds from other sources, and the cost of living at the University concerned.

Up to March 31, 1952, 15 students and 2 professors from West Bengal were awarded Fulbright Travel Grants, and 28 students, 2 professors and 2 teachers received Smith-Mundt/Fulbright Grants. These grants were very popular, and a large number of candidates applied for them every year.

Besides the Fulbright Programmes, there is the Point Four Programme which is basically a training programme. In this programme grants are awarded to Indian nationals under the United States-India T.C.A. (Technical Co-operation Administration) Agreement. These grants are awarded by the Government of India for additional specialized training, the facilities for which are provided by the United States. Up to the end of March, 1952, 19 persons from West Bengal received T.C.A. training grants.

Under the Commonwealth Technical Assistance Scheme the Chief Inspector, Social Education, West Bengal, participated in the seminar on social services organised by the Government of Australia in 1952, and one member of the staff of the Bengal Engineering College was awarded a scholarship by the Government of Australia.

The British Council also offers scholarships to Indian nationals for promoting mutual understanding and appreciation of culture between the United Kingdom and India. One person from West Bengal was awarded a scholarship by the British Council during the period under review.

(d) **Seminars, symposia, etc.:** Seminars and symposia on social, cultural and educational topics are very helpful for exchange and dissemination of ideas. They have a great educative value. Reference has already been made to the Seminar on Social Service organised by the Government of Australia under the Commonwealth Technical Assistance Scheme which was attended by an Officer of the Education Directorate of West Bengal.

In 1949, a Seminar on Rural Adult Education with particular reference to backward areas in Asian countries was held in Mysore City under the joint auspices of U.N.E.S.C.O. and the Government of India. The Adult Education Officer of the Government of West Bengal was deputed to participate in the seminar. The Government of West Bengal was represented in the exhibition held in that connection. Topics such as Literacy and Adult Education, Health and Home Life Problems of Rural Areas, Economic Aspects of Adult Education, and Social and Citizenship Aspects of Adult Education were discussed in that Seminar.

In 1950, the British Council in India arranged a seminar at Mahabaleswar in Bombay on the teaching of English. From West Bengal a senior officer of the Education Directorate, the Principal of a Government College, a lecturer in English and three teachers of English in schools attended the seminar.

There were two National Seminars on Adult Education in India. These seminars which were held at Jubbulpore and Indore were attended by the Chief Inspector, Social Education, as the representative of the Government of West Bengal.

In accordance with the instruction of the Ministry of Education, Government of India, the United Nations Day was observed in 1951 in the educational institutions in the State with a view to popularizing the aims, ideals, activities and achievements of the United Nations Organization. Parades were held in schools with the U.N. Flag. In some colleges debates were held on international questions, in others symposia on the U.N. and its specialized agencies were arranged.

A seminar of teachers of Calcutta schools on the United Nations was held at the David Hare Training College in 1950. In 1951, another seminar of teachers of Calcutta schools was held at the same college in which the teachers undergoing training there also took part. This seminar was divided into groups, each group having for its subject a particular aspect of the U.N. In both the seminars lectures were delivered not only by officers of the Education Directorate but also by experts from outside on a variety of subjects, e.g., the origin of the United Nations, a comparative study of the United Nations and the League of Nations, the Charter of the United Nations, the Organisation and Structure of the United Nations including its specialized agencies, the function of the various councils and so on, so as to cover the United Nations Organization in all its aspects. Films depicting the United Nations in action were also shown on these occasions.

Three delegates—the headmaster of a Government high school for boys, the headmistress of a Government high school for girls and a district inspector of Schools—were sent by the Education Directorate to the All-India Seminar on the United Nations held in New Delhi in 1951 under the auspices of the Ministry of Education, Government of India.

The third anniversary of the Declaration of Human Rights was also observed in the schools and colleges in West Bengal. Meetings were arranged in which the principles underlying the Declaration were discussed. An album of 110 pictures depicting the story of the conquest of human rights was exhibited at the Ballygunge Government High School. This exhibition attracted a large number of visitors from schools and colleges in and around Calcutta.

At the annual socials of the David Hare Training College symposia were held on various topics connected with Secondary Education. Persons with special knowledge of the subjects were invited to take part in the discussions and thus add to the interest of others. These symposia proved quite instructive to the trainees of the college.

CHAPTER XIII

GENERAL ESTIMATE AND CONCLUSION

It is abundantly clear from what has been said in the foregoing chapters that in spite of the many difficulties which West Bengal had to face during the five years commencing practically on the achievement of independence, progress of education in the State was not only maintained but was definitely accelerated. The new awareness of the needs of the country and of the responsibilities of the people and the Government in view of the changed conditions after the transfer of power on August 15, 1947, set all educational authorities about the task of making adequate provision for appropriate educational facilities of different types at different stages for all, irrespective of caste, creed or sex, according to their needs, abilities and aptitudes, so that every individual might become a useful citizen of the country.

No branch of education was neglected during the period. Specially noteworthy were the efforts made in the fields of Primary and Technical Education which had been very much neglected in pre-Independence days. It is not difficult to understand why the foreign rulers were not much interested in educating the masses or why they deliberately refrained from making adequate provision for giving technical education to the people of our country. The masses in rural areas would not make clerks. Besides, it was in the interest of the foreign rulers to keep the masses illiterate and ignorant. And certainly they did not like to see their business interests suffer, as they were sure to do, if indigenous commerce and industry were promoted and the people trained in manufacturing useful commodities on a large scale by modern scientific methods. But conditions have changed. The country cannot maintain its independent democratic character if it keeps the masses ignorant or denies its people opportunities for technical education.

Secondary Education which was so long looked upon merely as a preparation for entrance to the University has been assigned a diversified purpose. It is now meant to be an education complete in itself, at the end of which one may enter some vocation or proceed to the University just as one likes. Arrangements have been made to ensure better organisation, control and supervision of Secondary Education than in the past. This was a matter of vital importance, for a little reflection will make it clear that Secondary Education is the real weak spot in our entire educational machinery. Keen as we are on the spread of education throughout the community we seldom put strong emphasis on excellence in the quality of education. Commenting on this subject the University Education Commission said in 1949, "Our Provincial Governments are naturally keen on

'basic education' and are financing schemes for its wide extension, but unfortunately they do not seem to be equally keen on Secondary Education which is the *real weak spot* in our entire educational machinery. They have not fully realised that the army of competent teachers needed for the rapid expansion of basic education must be provided by our secondary schools and intermediate colleges. Further, any University reform will remain largely ineffective unless the level of secondary education is raised so as to furnish the necessary foundation for a sound University system". Now that better arrangements have been made for secondary education in the State, if the weak spot persists much longer the blame will lie with those who are actually concerned with it either as teachers or as controlling authorities.

The stagnation which is generally believed to have set in in the University of Calcutta may now be expected to clear up as a result of the new Act and make it possible for fresh streams to flow and revitalize the academic life of the University. Teachers who were so long ignored will be well represented on the new Senate. They are already represented on the Board of Secondary Education. From the point of view of principle this should be regarded as good. But there is the danger of teacher-politicians who in their zeal for party-manoëring may ignore the true interests of real education.

In the past very high premium was put on degrees from Western Universities. It had to be so at a time when proper facilities were not available in our own country. While it is always good to have experience of conditions in foreign countries it is certainly not consistent with the self-respect of an independent country to suffer from an inferiority complex of this nature. Facilities have been created in our own country for instruction up to the highest standard in a wide range of subjects in different fields. All that is now needed is a strict and vigilant eye on standards of teaching and examination.

Coming to the financial aspect of education, it can no longer be said that Government is only anxious to control but not willing to pay. The many institutions now managed, sponsored or aided by Government, the special grants it makes to various institutions from time to time, and the assistance it gives to students and teachers in the shape of stipends, scholarships and in other forms, would prove the falsity of such a charge. But while Government's responsibility in the matter of education is very vast its resources, though undoubtedly greater than those of private agencies, are limited. Still it should be possible to increase the proportion of its total budget which is allotted to the nation-building Department of Education.