



GOVERNMENT OF BOMBAY
EDUCATION DEPARTMENT

*Integration Committee for
Primary Education*

**PRIMARY EDUCATION
IN THE
STATE OF BOMBAY**

(A report on Integration
and Development)

VOLUME I — CHAPTER XX

SUMMARY OF RECOMMENDATIONS

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PRIMARY EDUCATION IN THE STATE OF BOMBAY.
A REPORT ON INTEGRATION AND DEVELOPMENT.

VOLUME I

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CHAPTER XX.

SUMMARY OF RECOMMENDATIONS.

Recommendation.

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General Principles of Integration.

1. Integration should replace the existing heterogeneity and complexity of administration by a new uniform and simple system applicable to the State as a whole. But we also feel very strongly that introduction of a uniform system should not imply a mere extension of the Bombay practices to other regions ... (I-6)

2. Integration should mean the evolution of the most suitable system of administration, after considering the advantages and disadvantages of every system now in vogue in each region of the State and after paying due regard to the different systems of administration that are in force in the various States of the Indian Union or even in other countries of the world ... (I-7)

3. In the proposed plans for integration, there should be no undue emphasis on the creation of a mechanical uniformity of administration in all parts of the State ... (I-9)

4. We should welcome diversity as essential for providing an administrative machinery suitable to the local conditions which vary largely from one part of the State to another and should recommend the adoption of uniformity only in those cases where diversity cannot be permitted in public interest ... (I-10)

5. In evolving the new pattern of administration for primary education, there should be an appropriate balance between centralization and uniformity in minimum fundamentals and decentralization and diversity in every thing else ... (I-13)

6. A realistic programme of development of Primary Education should include schemes suited for all the areas of the State ... (I-15)

7. In preparing the Third Five-Year Plan of the Bombay State, care should be taken to see that (a) universal and compulsory primary education is introduced for all children in the age-group of 6-11 in all parts of the State, and that (b) several programmes of consolidation and improvement are also simultaneously included in the plan (I-17)

Recommendation.	Chapter and paragraph.
8. Due care should be taken to conserve the good features of the administration of primary education in every region. These should be extended to other areas also, wherever possible or necessary ...	(I-17)
9. It should be a part of every scheme of integration to devise adequate measures to make the transition smooth and easy	(I-18)
<i>Duration of the Course.</i>	
10. We are basing our proposals on the assumption that, for reasons beyond our control, the total duration of the education course (up to the Bachelor's degree) would be reduced to fourteen years ...	(II-11)
11. It is almost universally agreed that the degree course should cover a period of three years. This leaves us with a total period of eleven years for the primary-cum-higher secondary course; and as there is an almost unanimous agreement on the provisions of a pre-university course of one year (which is the same as the last year of the higher secondary school), we are left only with a period of ten years for the primary-cum-secondary course ...	(II-12)
12. The Government of Bombay would be well advised to enlimate the term "middle school" and to adopt a system in which the entire period of school education is divided into two stages only,—primary and secondary	(II-15)
13. In Vidarbha, the Indian Middle Schools should be integrated with the primary schools so as to form a single continuous integrated course. The Indian English Middle Schools should be integrated with the High or the Higher Secondary Schools, so as to form a single integrated course of six or seven years. In this new pattern, the Indian English Middle Schools should be designated as lower secondary schools	(II-16)
14. In Marathwada and Kutch all middle schools which are attached to primary schools should be amalgamated with them so as to form a continuous course of primary education and designated as upper primary schools. Those which are attached to High Schools should be integrated with the latter and designated lower secondary schools	(II-16)

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paragraph.

15. There is hardly any justification either for the continuance of the Infant Class in Kutch and Marathwada, or for its reintroduction in other areas. We, therefore, recommend that the infant classes in Kutch and Marathwada should be abolished as early as possible (II-19)
16. The total duration of the primary course should be fixed at seven years in all the regions of the State (II-20)
17. In Vidarbha, the duration of primary the course should be reduced to seven years by the transfer of class VIII to the High School ... (II-21)
18. This course should be further divided into two sub-stages—a lower primary of four years and an upper primary of three years (II-22)
19. Secondary schools should be encouraged to develop lower secondary classes and even lower primary classes (II-27)

General Pattern of School Classes.

20. The proposed general pattern of school classes to be adopted in the State as a whole will be as follows :—

(a) There would be an integrated primary course of seven years divided into two stages—

Lower Primary—Class I-IV.

Upper Primary Class—V-VII.

(b) A pupil may branch off to secondary education at two points—after Class IV or VII.

(c) There will be a public examination at the end of Class VII which will not be compulsory.

(d) Classes V-VII would be either upper primary or lower secondary depending on whether they are integrated with lower primary classes or secondary (or higher secondary) classes. The upper primary classes should be subject to the Primary Education Act and Rules, while the lower secondary classes, to the Grant-in-aid Code for Secondary Schools.

Recommendation.

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paragraph.

(e) At the end of Class VII there will be—

(i) a high school course of three years leading to the pre-University course of one year;

OR

(ii) a higher secondary course of four years leading to a three year degree course.

There will be public examinations at the end of both these courses

(II-28)

21. Measures necessary to adopt the new uniform pattern in all regions would be :—

(a) Abolition of the infant class in Kutch and Marathwada;

(b) Transfer of class VIII to the High School stage in Vidarbha; and

(c) Provision of the secondary course of three years and the higher secondary course of four years in old Bombay State area, Saurashtra, Kutch and Marathwada

(II-29)

Need for Uniformity.

22. Our considered opinion is that the subject of the pattern of school classes is so fundamental a problem that no diversity can be permitted therein on a regional basis

(II-30)

TEACHING OF ENGLISH AT THE PRIMARY STAGE.

The Controversy.

22(1). On the whole, there is a general demand in all parts of the State that the teaching of English at the middle school stage for which provision already exists in Vidarbha and Marathwada should not be disturbed and that it should be reintroduced in the area of the old Bombay State, Saurashtra and Kutch also as early as possible

(III-7)

22(2). Matters have obviously come to a head and it is extremely undesirable to prolong the present conditions of uncertainty, bitter controversies and unhappy agitations by delaying the decision. We, therefore, feel that Government should decide the issue finally by April next at the latest and, whatever the decision, its implementation should start from June, 1959 when the schools will reopen for the next academic year

(III-8)

Recommendation.

Chapter and
paragraph.*The Position of English in Indian life and
Education.*

22(3). We are glad to find that there is an overwhelming support to the acceptance of the following pattern as the ultimate goal of a national language policy :—

- | | | |
|------------------|-----|---|
| Primary Stage | ... | 1. Mother-tongue ; and |
| | | 2. Hindi. |
| Secondary Stage | ... | 1. Mother-tongue (or a combined course of the Mother-tongue and Sanskrit) ; |
| | | 2. Hindi ; and |
| | | 3. English (on an optional basis) or Sanskrit. |
| | | For those whose mother-tongue is Hindi, the priority would be— |
| | | 1. Hindi or a combined course of Hindi and Sanskrit ; |
| | | 2. Any other modern Indian language ; and |
| | | 3. English (on an optional basis) or Sanskrit. |
| University Stage | ... | English to be a compulsory subject but not a medium of instruction. |

It was also agreed by almost all the persons who gave evidence before us that it should be regarded as a primary duty of Government to strive its utmost to realise the ultimate goal of the language pattern described above as early as possible.

We attach very great importance to this general agreement which we found in respect of the ultimate language pattern to be evolved for India ...

(III-13-15)

The Decision of 1948—An Evaluation.

22(4). In such revolutionary programmes (viz. the reduction of the importance of English) the general educational system of a State can only follow a decision in administration. It was the decisions of Bentinck to adopt it (1) as a language of administration and courts and (2) as a medium of all higher education that introduced English in our schools and popularised its study. The importance of English in the schools can, therefore, be reduced only

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paragraph.

when these basic decisions are reversed and prior (or at least concurrent) steps are taken to reduce its importance in the administration and the universities

(III-22)

22(5). We cannot visualise any successful and planned programme in this fundamental problem of the status of English in administration and education unless it is prepared and executed jointly and simultaneously by the Central and State Governments together

(III-25)

22(6). In spite of this over-all recommendation, we still find that there is a large area in which the States can and should act on their own to reduce the undue importance of English.

(For instance, immediate introduction of regional languages in administration and courts, correspondence with the Central Government in Hindi, encouragement to educational experiments to reduce the time devoted to English in schools, training of teachers of English, grants to universities for preparing text-books etc.)

We would welcome any vigorous action in these areas from the State Governments without waiting for a directive from the Centre, but we also feel that the freedom of the States should not go beyond this

(III-26)

22(7). The decision of 1948 to abolish the teaching of English from the Middle School stage was really the first step of a wider programme for reducing the undue importance of English in Indian life. No one doubts the validity of its ultimate objectives. No one even challenges the bonafides of Government and it is universally agreed that the decision meant well. But the haste with which it was adopted, the isolated fashion in which it was conducted, and above all, the total failure to carry out the inseparable reforms implied in this revolutionary change—all these tend to vitiate the value of the experiment and to indicate that the time to reconsider it has arrived

(III-28)

Was the Experiment of 1948 Educationally sound.

22(8). On the whole, we were left with the impression that not enough research and experimentation has yet been done in this fundamental aspect of education (i.e. to determine the number of years

that should be devoted to the study of English at the school stage) and that no adequate thought seems to have been given to it as yet. It would be wrong to say that the experiment of teaching English for four years only at the school stage has been successful and that its educational soundness is fully demonstrated. At the same time, it has not also been possible to show that it is wrong or unworkable. In fact, there is a body of public opinion in its favour and there is a good case to give it a further and more careful trial

(III-40)

... ..
Non-Controversial Seven-point Programme of Reform.

22(9). We are all unanimously agreed on the following conclusions and recommend that they should be immediately considered by Government :—

(i) It is a primary duty of Government to reduce the undue importance which English has at present in Indian life and education and that educational and administrative reforms to this end should have a priority in the reconstruction of the country.

(ii) The national pattern for the study of languages described earlier should be accepted by Government as the *ultimate* goal to be reached and a firm declaration to the effect should be made at an early date.

(iii) The removal of English from the middle school stage cannot be treated as an isolated reform in education. It shall have to be regarded as a part of a comprehensive programme of reforms—both administrative and educational—calculated to secure the desired objective of reducing the importance of English from the position of a second language—the mother-tongue being the first—to that of a third language in the national pattern for the study of languages.

(iv) No programme for the reduction of the undue importance of English in school education can succeed unless its importance is simultaneously reduced in the administration and the universities. Top priority should, therefore, be given to the removal of English from the administration and the Courts and the emphasis that is now placed on the knowledge of English of the candidates to be recruited for posts under Government should be

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abandoned altogether. The same priority should also be given to the adoption of the regional languages as media of instruction by the universities and to all the reforms involved in this proposal, such as the preparation of text-books, publication of suitable reading material, the evolution of terminologies, etc.

(v) It is necessary to carry on experimental work on a sufficiently large scale to evolve better methods of teaching and to train specialised teachers of English with the object of reducing the period to be devoted to its study at the school stage and to raise standards.

(vi) No programme for reducing the importance of English in Indian life and education can succeed fully unless it is planned and implemented on an all-India basis. The Government of India should, therefore, be moved to prepare a national programme for the reduction of the undue importance of English. This programme should include action taken by the Government of India itself on such lines as (a) the adoption of Hindi as the language of administration and the courts, (b) holding of the all-India examinations in Hindi and other regional languages, etc. and also the measures which would have to be simultaneously adopted by all the State Governments.

(vii) While the measures indicated above are being adopted, we shall be passing through a transitional period, during which English will not be having the great importance which it enjoyed under the British Rule ; nor will it have reached the stage which has been assigned to it in the ultimate national pattern for the study of languages. Certain special programmes and measures will have to be adopted during this transitional period. This period of transition should be as brief as possible

... ..
*Removal of English from the Administration and
Courts.*

(III-41)

22(10). We have come to the conclusion that the Government of Bombay has done little to adopt the regional language as a language of administration so far and that it has even put the clock back in such attempts which were already being made in Saurashtra and Vidarbha. This policy will have to be

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paragraph.**

totally abandoned if any progress in the right direction has to be achieved in the near future ...

(III-42)

22(11). We therefore make the following recommendations in this respect :—

(1) The Government of Bombay should decide to adopt the regional languages in its administration and courts. A specific declaration to this effect should be made as early as possible and not later than June 1959.

(2) A definite programme to achieve the goal recommended above should be worked out and published for the information of the public as early as possible.

(3) It is essential that all the Departments of Government should work together according to schedule in order to implement so difficult and a comprehensive programme. We, therefore, recommend that a special Department should be created for this purpose and placed under a very senior officer of the status of Joint Chief Secretary to Government. This Department should be directly under the Chief Minister of the State who should assume personal responsibilities to see that the programme of adopting regional languages in administration is being properly implemented. It should be the duty of this Department to see that all the necessary basic literature required for the administration is rendered into the regional languages and made available to all concerned. It should also be responsible for the overall programme for the adoption of regional languages in administration and to see that every Department discharges the responsibility placed upon it under the programme satisfactorily and punctually. It should also be required to publish a six monthly report on the progress achieved in this respect. This report should be formally presented to the legislature and discussed.

(4) It will not be possible for the officers of any department to look to this work in addition to their own normal duties. We, therefore, recommend that a separate unit should be created in each Department for the removal of English from the administration. This unit should be directly under the

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head of the Department and responsible to him. It shall be the main function of this unit to see that the programme of switch-over from English to the regional languages is properly implemented. Its work will be supervised by the Head of the Department, by the minister-in-charge and also by the special Department under the Chief Minister.

(5) We also recommend that a special standing committee of the legislature should be set up to watch over the progress of this transformation. It would be very desirable to make this a non-party programme and to elect the representatives of all the parties in the legislature on this committee.

(6) The problem of the language to be used in courts is a little more difficult. Here, consultation with the High Court and the Supreme Court as well as the permission of the President of India would be necessary.

We feel that nothing short of the herculean measures suggested above would achieve the objective of removing English from the administration and the courts. But as no educational reform can succeed in the absence of this transformation, we recommend that the measures indicated above should be adopted by Government as early as possible

(III-43)

English at the University Stage : Reforms.

22(12). The first step which the universities will have to take is to permit the use of modern Indian languages as media for examination. Then the teaching in the class-room will have to be permitted partly through English and partly through the mother-tongue. The text-books in English will have to be used until those in modern Indian languages become available and English terminology will also have to be adopted as a transitional measure. In the course of a few years, this difficulty would disappear and it would be possible to use the regional languages as media of instruction at the university level without any difficulties and any danger of a fall in standards

(III-44)

English at the School Stage : Reforms.

22(13). The following reforms should be adopted by Government as early as possible :—

(a) The Department should convene one or more seminars of the representatives of universities and secondary schools and re-define the objectives of the study of English at the secondary stage.

(b) The Department should try its utmost to introduce better methods of teaching English.

(c) Government should immediately establish an Institute for the study of English. The main functions of this Institute should be to carry on research on the teaching of English, to produce literature on the subject for the use of teachers, and to train teachers of English for secondary schools. If financial considerations came in the way, one of the Government Training Colleges may be converted into such an Institute.

(d) Experimental work should be organised at this Institute, as well as in co-operation with individual schools, to ascertain how an adequate knowledge of English can be given to the average student even in the short period of four years. Schools which agree to undertake such experimental work should be given special grants-in-aid for the purpose.

(e) Such of the students who may have no use for English in their later life should be permitted to abandon its study even at the school stage ...

(III-45)

Examination Standards.

22(14). (a) At present, the regulations of the S. S. C. Examination Board of the old Bombay State permit a student to pass the S. S. C. Examination without taking a paper in English. We recommend that the Bombay practice should be extended to Vidarbha and Marathawada also.

(b) The S. S. C. Examination Board should introduce three standards in English, Advanced, Higher and Lower. The advanced standard would be meant for those whose mother-tongue is English ; the higher standard should be meant for those who study English for a period of Seven years at the rate of about six periods a week ; and the lower standard should be for those who study English for four years only. It may be the same standard as the one which exists now or a modified one, if necessary.

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(c) It should be open for any student of a higher secondary school to appear for any of these standards without reference to the number of years for which he has studied English.

(d) We also suggest that the four different options mentioned above, viz., the right to pass the examination without taking a paper in English, or to take one paper of the lower, higher or advanced standard as the case may be, should also be available at the High School examination i.e. the examination at the end of ten years of schooling ...

(III-46)

Need for an All-India Programme.

22(15). The undue importance of English in our life and education cannot be reduced unless a common programme which includes the Government of India and all the State Governments is evolved. We, therefore, recommend that the Government of Bombay should try to bring pressure upon the Government of India to plan and implement such programme.

22(16). There is a general agreement that (a) English will have to be taught at the middle school stage if its existing position in the administration, courts and universities is not quickly altered and also that (b) there would no need to teach English at this stage when it would be replaced by the mother tongue or Hindi in administration, courts and universities

(III-48)

22(17). Regarding the period of transition, two members of the Committee, Shri D. R. Mankad and Shri M. R. Patel are of the view that the present stage of transition need not be longer than ten years and that it is possible for the Government of Bombay, if it has the will, the vision and the determination to prepare and successfully implement a programme for the reduction of the importance of English in life in a period which need not be longer than 7 to 10 years

(III-49)

22(18). The two members would, therefore, make the following recommendations during the present period of transition :—

(a) The decision taken by the Government of Bombay in 1948, which is educationally sound and which is also a very progressive step from the social and cultural point of view, should not be reversed under any circumstances ;

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(b) The Government of Bombay should prepare a programme for the replacement of English by the mother-tongue and/or Hindi in the administration, courts and universities. This programme should be spread over a period of not more than 7 to 10 years and its implementation should start from April, 1959; and

(c) The teaching of English at the middle school stage in Vidarbha and Marathawada should not be disturbed for a period of three years in order to allow for proper education of public opinion. But thereafter, it should be progressively discontinued in a period of 4 to 7 years ...

(III-49)

22(19). We, however, feel that the present stage of transition would be spread over not less than 20 to 30 years

(III-50)

22(20). We also feel very strongly that, since the period of transition is going to be fairly long, some concession has to be shown to the intense and the wide-spread demand for the reintroduction of the teaching of English in classes V-VII

(III-51)

22(21). We, therefore recommend that the decision of 1948 should be modified and that the teaching of English should be reintroduced, on an optional basis, in the area of the old Bombay State, Saurashtra and Kutch, in classes V to VII with effect from June 1959.

(III-51)

22(22). (To be specific) We reiterate the following recommendations made by the Integration Committee for Secondary Education :—

(1) the teaching of English may start from standard V on an optional basis depending on—

(a) The local public demand, which should be ascertained by the managements of Schools and the local bodies (District School Boards or Municipal School Boards), whose decision in the matter will be final;

(b) the availability of teachers; and

(c) the option to children in the matter of learning English.

(2) If provision for the teaching of English is made in standards V-VII, it should not be a substitute for Crafts. The period for the teaching of English should be found by a suitable adjustment of the time-table. The Department should allow schools such freedom and latitude as is compatible with educational efficiency and leave the

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schools reasonably free to adjust the time allotment to the various subjects according to their requirements.

(3) Provision be made generally on the pre-1948 lines for a special one-year course in English for P.S.C. passed pupils or for those who complete standard VII without English.

(4) At the S.S.C. stage, provision be made for offering English at two levels—

(a) at the higher level normally based on a seven years' course of English ; and

(b) at the lower level normally based on a four years' course of English ;
pupils being allowed to take either of the two courses at the S.S.C. Examination, irrespective of the period for which they have studied English.

(5) Schools experimenting in the teaching of English from standard VIII should be encouraged to prepare pupils for the higher level in English ...

(III-52)

*Facilities for the Study of English
in Rural Areas.*

22(23). (i) Secondary education should be expanded in rural areas and there is no need to provide for the teaching of English in the upper primary schools in all those villages where secondary schools proper exist at present.

(ii) Provision for the teaching of English need be made only in full-grade primary schools.

(iii) The general policy should be to make facilities for the study of English available, within a distance of 3 to 5 miles from every village, as far as possible.

(iv) Fees may be charged in upper primary schools where facilities for the study of English are provided. These should however be lower than those charged in corresponding classes of secondary schools proper. Moreover, the concessions to be given to students attending such schools should be more liberal than the corresponding concessions available to the students who attend secondary schools in the same region. This recommendation, however, should not be interpreted to mean that the existing concessions enjoyed by pupils in upper primary or middle schools in any region are to be adversely affected.

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paragraph.

(v) Ordinary a minimum attendance of 20 children should be expected before provision for the teaching of English is made in upper primary classes

(III·52)

The Role of the State in Pre-Primary Education.

23. The role of the State in pre-primary education should be restricted to the provision of the necessary leadership and financial assistance in this field in the following ways :—

(i) By the establishment of a State Board of Pre-Primary Education for the control and development of pre-primary education in the State as a whole ;

(ii) By the institution of a regular and detailed Grant-in-aid Code for the grant of recognition and aid to private pre-primary schools ;

(iii) By providing a trained special Inspectorate for pre-primary education ;

(iv) By training of teachers for pre-primary training institutions controlled directly by the State or through private institutions which should be liberally assisted by grant-in-aid ; and

(v) By award of suitable grants-in-aid

(IV·11)

State Board of Pre-Primary Education.

24. The recommendation made by the Panandikar Committee for the creation of a permanent State Board of Pre-Primray Education is very sound and we recommend that it should be immediately accepted by Government. The powers and duties of this Board have also been correctly visualized by the Panandikar Committee and we have no changes to suggest in that context

(IV·12)

25. This board should have a whole-time Secretary. An additional post in B.E.S. Class II should be created for this purpose and a person who is a trained graduate with experience of pre-primary education for not less than five years, preferably a woman, should be recruited for it. She should also be the State Inspector or Special Officer for Pre-Primary Education

(IV·13)

26. This Board should consist of 12 persons of whom nine would be non-officials and three would be officials including the member-secretary. All the

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members of the Board and its chairman should be nominated by Government for a period of three years at a time

(IV-14)

27. Among the two other officials to be nominated on the Board, at least one should be an Inspectress of Girls' Schools. The nine non-official members to be nominated on the Board should include—

(1) at least one Principal of Training College for pre-primary teachers ;

(2) at least one Principal of Training College for secondary teachers (if he is not already included amongst the official members) ;

(3) at least one Principal of a Primary Teachers Training College ;

(4) a representative of the State Board of Primary Education ; and

(5) educationists, specially interested in the problem

(IV-14)

28. The Office of the State Board of Pre-Primary Education should be located in Poona ...

(IV-14)

Grant-in-aid Code for Pre-Primary Institutions.

29. It is recommended that either a special Grant-in-aid Code should be prepared for pre-primary institutions or a special Chapter should be incorporated in the existing Code for their administration, and that the conditions of recognition and aid and other relevant matters should be prescribed in sufficient detail. It would be a specific duty of the State Board of Pre-Primary Education to examine this problem and submit a draft Grant-in-aid Code to Government for necessary orders ...

(IV-17)

Special Inspectorate for Pre-Primary Education.

30. (a) We agree with the recommendation of the Panandikar Committee that the Department should organise a special orientation course of three months for the inspecting Officers of Pre-Primary Schools, and that the course of training should be drawn up in consultation with the proposed State Board for Pre-Primary Education.

(b) One or two Assistant Deputy Educational Inspectors from each district should be selected and trained in this course and they should be required to inspect all the pre-primary institutions in the district to which they belong.

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(c) As soon as about 40 to 50 pre-primary schools are recognised in a district, a special Inspecting officer (preferably a woman) should be appointed for them.

(d) These officers would be under the immediate administrative control of the Educational Inspector of the district, but would be guided in the technical part of their work by the Special Officer in charge of pre-primary education.

(e) We feel that the State is under a moral obligation to provide a competent and adequate Inspectorate to supervise the pre-primary schools and we suggest that early steps should be taken to discharge these responsibilities satisfactorily

(IV-18)

Grant-in-aid.

31. The existing rule that no grant-in-aid should be given to a pre-primary school which charges a tuition fee of Rs. 2 or more per month is sound and should be continued. In the case of schools which provide tiffin or refreshment from their own funds and charge an all-inclusive school fee, this rate should be raised to Rs. 3 per month ...

(IV-22)

32. (The Panandikar Committee has recommended grant at the rate of 33 1/3 per cent. of the admissible expenditure to pre-primary schools.). We feel that a distinction has to be made between the rates of grants for urban and rural schools. We therefore suggest that all pre-primary schools in urban areas which are eligible for grant should be assisted at 25 per cent. of their admissible expenditure. The only exception to this rule would be the pre-primary schools conducted for orphans, for children of the backward communities or for children of persons whose income from all sources does not exceed Rs. 100 per month. The schools which fulfil these conditions may be aided at 33 1/3 per cent of their admissible expenditure in spite of their location in urban areas. Pre-Primary schools in rural areas should generally be assisted at 50 per cent. of their admissible expenditure, and in the case of pre-primary schools for the Adivasis, the rate of grant-in-aid may be raised to 90 per cent.

(IV-23)

33. We do not agree with the recommendation of the Panandikar Committee that a grant-in-aid from State revenues should be given towards the expenditure on tiffin or refreshments

(IV-24)

Recommendation.

Chapter and
paragraph.

34. With the modifications suggested above we accept the recommendations of the Panandikar Committee (in respect of grant-in-aid) and recommend that these principles should be extended to all the areas of the State

(IV-25)

35. Where grants are likely to be reduced under this scheme, the schools concerned should be given time to adjust their budgets by spreading the cut over five years as may be necessary on the merits of the case

(IV-26)

36. We recommend that the adoption of the system of salary grants for private pre-primary schools with suitable modifications in the rates of grant-in-aid suggested above may be considered ..

(IV-27)

Training Institutions for Pre-Primary Teachers.

37. We entirely agree with the following recommendations made by the Panandikar Committee :—

“Pre-primary trained teachers should be considered eligible for appointment as trained teachers in Primary schools to teach in Standards I and II.

As pre-primary trained teachers, trained according to the revised syllabus, will have passed in five out of six academic papers required for the junior certificate of the Primary Training Certificate Examination, they should be allowed to appear for the P. T. C. Examination (junior certificate) after one year's attendance at a Primary Training College and should be exempted from studying and appearing in the academic subjects in which they have already passed.

Pre-Primary trained teachers trained according to the old syllabus should also be granted a similar exemption and allowed to appear for the P. T. C. Examination (junior certificate) after a year's attendance at a Pre-primary Training Institution.”

(IV-33)

38. If these recommendations are accepted, the persons trained in these institutions can be appointed as primary teachers and we think that they would do excellent work, even if they do not undergo any further training as recommended by the Panandikar Committee. All problems of wastage, over-training and unemployment that now arise will at once disappear and it would be possible, nay even

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paragraph.

desirable, to meet the demand for new pre-primary training institutions. The above recommendations of the Panandikar Committee should therefore be accepted

(IV-34)

39. It is also recommended that the following policy should be adopted in giving recognition to new pre-primary training institutions :—

(1) No action need be taken in respect of existing institutions which should all be allowed to continue to function. They should not however, be allowed to open additional divisions.

(2) Priority should be given to the recognition of training institutions in areas where they do not exist. We, therefore, suggest that an attempt should be made to set up at least one pre-primary training institution in Marathwada and any proposal for such an institution that may come from Kutch should be sympathetically considered. Until such institutions are organised in these areas, we suggest that a certain number of scholarships should be instituted to enable the poor and deserving girls from these regions to undergo training in pre-primary training institutions in other areas.

(3) In cities where pre-primary training institutions already exist, no permission should be granted to any additional institution in the near future.

(4) In considering applications for new pre-primary training institutions, preference should be given to applications from districts where no pre-primary training institution exists at present.

(5) There is only one pre-primary training institution in rural areas at present. An attempt, therefore, be made to start some additional centres in rural areas. We feel there should be at least one such centre in each region of the State ...

(IV-35)

40. Government need not conduct a pre-primary training institution. But there need be no objection to the continuance of the institution at Nagpur. It should however, be transferred to another city or any rural area

(IV-36)

41. We entirely agree with the following recommendation of the Panandikar Committee regarding the rates of grant-in-aid to pre-primary training institutions :—

Recommendation.

Chapter and
paragraph.

"Pre-primary training institutions should be treated as on par with Primary training institutions in the matter of tuition fees, scales of pay, dearness allowance and student-teacher ratio and grant also should be paid on the same basis.

"As it is essential that practising schools attached to pre-primary training institutions be highly efficient in order to make the training effective, practising schools should be given grants at the rate of 50 per cent. of the admissible expenditure."

These proposals may be accepted by Government with this change that for practising schools in rural areas the rate should be increased to 75 per cent.

(IV-38)

The Role of Local Bodies.

42. (a) We feel that encouragement should be given to local bodies to develop pre-primary education in their areas as a *discretionary* duty.

(b) Municipalities should be encouraged to run creches, play-centres for children and even to conduct or give grants-in-aid to pre-primary schools on the basis of the Government Grant-in-aid Code.

(c) The expenditure incurred by them on this purpose should be admitted for grants on a fifty-fifty basis (if they accept the grant-in-aid code prescribed by Government.)

(d) The District Local Boards also should be encouraged to provide pre-primary education in their areas. This should be a special responsibility of theirs in the areas inhabited by the Adivasis. Such schools should receive aid from State revenues on the same basis as is recommended above for private pre-primary schools

(IV-40)

Unrecognized Pre-Primary Schools.

43. The evils of the uncontrolled growth of unrecognised schools can only be met through proper educative propaganda among the public ...

(IV-41)

Admission of Children from Pre-Primary Schools to Primary Schools.

(We agree with the Panandikar Committee that it is most undesirable to run pre-primary schools with the narrow objective of preparing children for

Recommendation.	Chapter and paragraph.
primary schools, to save a year or two for them. To discourage this unhealthy tendency), it would, be extremely desirable to make a rule that no child may be admitted direct to Class I until he is six plus and to Class II until he is seven plus ...	(IV-42)
<i>Primary Education as a Responsibility of Government at all levels.</i>	
45. The provision of universal, compulsory and free primary education is a joint responsibility of the Government of India, the State Governments, the Local Bodies and the private enterprise ...	(V-3-4)
<i>General Principles of the Administration of Primary Education.</i>	
46. In the interest of the progress of universal, free and compulsory primary education, the administration of primary education should be based on the decentralization of executive authority combined with the centralization of financial responsibility.*	
47. The reconciliation between these two apparently conflicting demands should be attempted on the following lines :—	
(a) The administration of primary education is a very complex matter which consists of a very large number of functions, some of which are extremely simple, while others are extremely difficult. It is impossible to exercise all these functions at any one level of administration and it is, therefore, necessary to allocate these functions to different levels of administration beginning with the village at one end, and ending with the metropolis at New Delhi on the other ...	(V-5)
(b) The fundamental principle to be adopted in assigning the functions included in the administration of primary education to different levels of administration is decentralization of executive authority. A function should be assigned to that level where it can be performed at a minimum of cost and with the maximum of efficiency ...	(V-6-9)
(c) The every level of administration to which executive functions are delegated, some financial	

* In this connection attention is invited to the recommendation of the Regional Seminar on Educational Reform organized by the UNESCO for the countries in South and South East Asia at New Delhi in August-September, 1958, reproduced in paragraph 25 of Chapter V.

Recommendation.	Chapter and paragraph.
responsibility should also be allocated so that there is never a complete divorce between executive authority and financial responsibility ...	[(V-11(c)]
(d) The general policy to be adopted by Government in allocating financial resources to authorities at different levels of administration should be to provide each authority with adequate finance to discharge all the executive responsibility delegated to it. If this can be done every authority would be financially self-sufficient and there would be no need for any system of grant-in-aid.	[V-11(a) and 11(b)]
(e) In several instances, however, it may not be possible to allocate adequate resources to the authorities at certain levels. In such cases, financial responsibility should be centralized and a system of grant-in-aid should be established. The financial resources available to the authorities at every level should be supplemented through this system in such a manner that every authority would be able to discharge the executive responsibility delegated satisfactorily ...	[V-11(d) to 21]
(f) There is a great danger, however, that this centralization of financial resources may practically cancel the decentralization of executive authority, because, 'power follows the purse' and because it is always easy to use a system of grant-in-aid to exercise indirect controls which run counter to democratic principles and even jeopardise the efficiency and effectiveness of primary education. Every precaution has to be taken to see that these dangers do not materialise.	(V-22-25)
<i>System of Grant-in-aid to Local Bodies.</i>	
48. The existing system of grant-in-aid in the State of Bombay leaves a good deal to be desired and that it is now time to reorganise it completely in the light of modern developments in the field of educational administration ...	(V-44)
49. The main object of the system of grant-in-aid is to supplement the funds available at lower levels of Government in such a way that there would be no financial difficulty to discharge the executive responsibilities delegated to those levels.	
50. The second aim of the system of grant-in-aid is to equalise educational opportunity in all parts of the country ...	(V-28-32)

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Chapter and
paragraph.

51. Care should be taken to see that the system of grant-in-aid does not encourage extravagance and that it increases, rather than decreases, the desire to raise local resources for the purpose of primary education

(V-34-36)

52. The controls attached to grant-in-aid should be reduced to the minimum. They should only aim to ascertain whether the funds sanctioned are utilized for the purpose for which they were granted and whether they are expended with reasonable prudence. Under no circumstances, however, should an attempt be made to exert indirect financial pressures or to nullify the formal delegation of authority indirectly through the administration of grant-in-aid

(V-37-41)

53. The administration of the system of grant-in-aid should be simple and direct and should be planned to minimise delays and red-tape

(V-42)

Responsibility of the Government of India in respect of Primary Education.

54. The first and the most important duty of the Government of India is to provide the leadership necessary for implementing the programme (of free and compulsory education for all children up to 14 years of age). Its guidance is also necessary in developing the thought on the subject of primary education. From this point of view, the Central Government is expected—

(i) to establish and conduct an All-India Council of Elementary Education to serve as a clearing house for exchange of ideas, experiences and information bearing on the subject of Primary education ;

(ii) to conduct surveys and researches on problems connected with primary education ;

(iii) to conduct researches on text-books ;

(iv) to conduct research, experimental work and pilot projects with the object of improving the quality of primary education ;

(v) to maintain a staff of experts whose services in an advisory capacity would be available to the State Government

(V-47)

55. Federal aid for primary education is the most important responsibility of the Central Government.

(V-47)

Recommendation.

Chapter and
paragraph.

56. The Central Government should strive to improve the qualifications and remuneration of primary teachers in all parts of the country and the provision of grant-in-aid for this purpose should be regarded as a legitimate charge on the Federal revenues

(V-49)

57. It has been suggested that it is a responsibility of the Central Government to insist that adequate instruction about our constitution and ancient cultural heritage is provided in all schools and that every child is told enough about the other parts of India to bring about an emotional integration in the country and to strengthen the love of the motherland. There can be no objection to the adoption of this suggestion

(V-49)

Responsibilities of the State Government.

58. The main functions of the State Government in respect of Primary Education should be :—

- (a) Legislation ;
- (b) Determination of policy ;
- (c) The establishment of a State Board of Primary Education ;
- (d) Prescription of the attainments to be reached at the level of Class IV and Class VII and certain minimum requirements of syllabii ;
- (e) Approval of text-books ;
- (f) Supervision and Inspection of the work done by local bodies in this field ;
- (g) Training of teachers and administrative personnel ;
- (h) Conducting research, experiments and pilot projects in primary education ; and
- (i) Providing grant-in-aid to local bodies to secure equality of educational opportunity at the district level

(V-51)

State Board of Primary Education.

59. It is recommended that the State Board of Primary Education should be continued ...

(V-52)

60. It should consist of 12 members (The Vice-Chairmen of the six proposed Divisional Boards, a representative of the four Corporations, three non-official experts nominated by Government and two

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paragraph.

officials including the Joint Director of Education in charge of primary education and the member-secretary). The chairman should be a non-official and nominated by Government and the term of the Board should continue as it is at present ...

(V-53)

Responsibilities at the Divisional level.

61. An organization at the Divisional level with definite assignment of statutory functions is absolutely indispensable at present

(V-62)

62. In each Division there should be a statutory Divisional Board of Primary Education, with 12-16 members appointed or elected as suggested by us ...

(V-64)

63. Its powers and duties should be as follows :—

(a) To supervise the execution of the programme for the development of primary education which may be sanctioned by Government or undertaken by the local bodies in the Division ;

(b) To co-ordinate the activities of all the local bodies in the Division in respect of primary education ;

(c) To examine and recommend schemes for the organisation, co-ordination and expansion of primary education within the Division ;

(d) to watch the progress of primary education within the Division and to make the necessary recommendations in that behalf to the State Government, the Education Department and the local bodies in the Division ;

(e) To organise programmes for securing increasing public co-operation in the Division for implementing the programmes for the consolidation and expansion of primary education (including the training of non-official members of the School Committees and School Boards) ;

(f) To determine, with the approval of the State Government, the curricula for primary schools within the Division ; and

(g) Generally to perform such other duties and exercise such other powers as may be prescribed.

(V-65)

Administration of Primary Education under the Bombay Municipal Corporation.

64. The section 61(a) of the Bombay Municipal Corporation Act, 1888, should be amended and made identical with Section 63(15) of the Bombay Provincial Corporation Act, 1949

(VI-13)

Recommendation.

Chapter and
paragraph.

65. A new Section—Section 50T—should be added to the Bombay Municipal Corporation Act, 1888 in order to define the powers and duties of the Education Committee. The following tentative draft is suggested :—

“ 50.T (1) The Education Committee shall perform such duties and exercise such powers in respect of primary education as the Corporation may, from time to time, determine.

(2) Without affecting the generality of the foregoing provision, the Education Committee shall—

(a) decide the opening of new primary schools and determine their exact location ;

(b) decide, with the previous approval of the Corporation, upon taking over of private primary schools ;

(c) grant recognition to private primary schools and when necessary, withdraw recognition already granted, after following such procedure and after making such enquiries as may be prescribed in this behalf :

Provided, however, that any school whose recognition is withdrawn or to whom recognition is refused may appeal to the Corporation which may, before deciding the issue, obtain the opinion of the Director of Education, Bombay State. The decision of the Corporation in this matter shall be final ;

(d) sanction grants-in-aid to recognised private primary schools ;

(e) prescribe text-books to be used in municipal primary schools :

Provided that no book not approved by Government shall be prescribed as a text-book ; and

Provided further that a book once prescribed as a text shall not be changed within a period of three years except with the previous approval of Government ;

(f) determine, on the recommendation of the Commissioner and after consultation with the Divisional Deputy Director of Education, if necessary the hours of instruction and the number and duration of vacations ;

Recommendation.

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paragraph.

(g) to make changes in the curriculum of primary schools having regard to the conditions prevailing in the local area ; provided, however, that the prior approval of the Director of Education shall be obtained to the changes proposed ;

(h) sanction the Schedule of Staff required for primary education in accordance with the provisions of Section 79 ;

(i) recommend the Budget Estimate to the Corporation in accordance with the provisions of Section 126C and 126D ;

(j) provide for the welfare of children attending primary schools ;

(k) maintain an adequate number of primary schools and provide them with suitable accommodation and equipment ;

(l) maintain an adequate number of supervisory officers, clerks, teachers, inferior servants and such other staff as may be determined under Section 79 ;

(m) exercise such financial powers as may be delegated by the Corporation from time to time ;

(n) advise the Corporation on all educational matters ; and

(o) shall generally be responsible for the proper development of primary education in the City and for the enforcement of compulsory attendance "

(VI-17)

The Education Officer.

66. It is desirable to recommend to all Municipal Commissioners that they should delegate all such powers to the Education Officer as are necessary for the day-to-day working of the primary schools. To be more specific, we would suggest that the following matters may be left to the Education Officers :—

(a) Appointment of teachers from a list of candidates approved by the Commissioner in strict order of preference ;

(b) All postings and transfers of teachers and other staff ;

Recommendation.

Chapter and paragraph.

(c) All questions of disciplinary action against teachers, clerks and inferior staff, subject to an appeal to the Commissioner in specified cases ;

(d) Opening and closing higher standards ;

(e) All arrangements for curricular and extra-curricular activities of schools ;

(f) Authority to purchase educational books and equipment, subject to some general conditions, if necessary ;

(g) Financial powers upto a specified limit ; and

(h) Allowing the use of the premises of municipal schools to outside agencies for cultural and educational activities according to rules ..

(VI-19)

The staff required for the purpose of Primary Education.

67. The Section 79 of the Bombay Municipal Corporation Act should be suitably amended and the power to sanction the schedule of the staff of primary education should be vested in the Corporation itself

(VI-21)

68. In amending Section 79, a proviso should be included to the effect that the Corporation shall obtain the previous approval of the State Government to the scales of pay and allowances proposed to be given to its primary teachers. Subject to this single exception, all other powers in respect of the schedule of staff for primary education should vest in the Corporation itself

(VI-22)

Consultative Committee.

69. It is recommended that the possibility of utilising the authority given by Section 39 (regarding the setting up of the Consultative Committee) should be continuously kept in view by the Corporation ...

(VI-23)

Enforcement of Compulsory Education.

70. In view of our proposal [*vide* Ch XIX 5(f)(7)] regarding the enactment of a separate Act for the enforcement of Compulsory education which would be applicable to all the areas of the State (inclusive of Greater Bombay) we propose that the City of Bombay Primary Education Act of 1920 should be repealed

(VI-24)

Recommendation.

Chapter and
paragraph.*Finance of Primary Education in the
City of Bombay.*

71. Primary Education in the City cannot be placed on a satisfactory basis until a financial system can be devised which ensures elastic and even increasing resources (V-29)

72. We are definitely of the view that it is in the interest of primary education itself that the residuary responsibility for the financing of primary education in the City should continue to rest upon the Corporation.

73. We do not think that any harm is likely to be done by the present statutory provision to fix the minimum contribution of the Corporation. We therefore, do not think that Section 126C should be repealed (VI-31)

74. It is recommended that the request of the Corporation for a larger grant-in-aid should receive sympathetic consideration from Government and that the final orders on the subject should be passed as early as possible (VI-32)

75. The contention of the Corporation that it should be given grant-in-aid at 50 per cent., and be treated on a par with other authorised Municipalities cannot be supported. The recommendation of the Shroff Committee that the grant-in-aid to the Corporation on account of primary education should be calculated at 25 per cent. of its total expenditure is fundamentally sound and that no change be made in it at the present stage when we are contemplating compulsory, education upto eleven years only. (VI-34)

76. In our view the concept of approved expenditure is absolutely unwanted at the Corporation level and we, therefore, recommend that a grant-in-aid should be paid to the Corporation on all expenditure, legitimately chargeable to primary education (VI-35)

77. It is recommended that the ceiling (to the State grant-in-aid) should be fixed in such a way that it will automatically go on increasing as the standard or extent of primary education improves. This can be done by connecting the ceiling to the cost per pupil in primary schools in rural areas and the total enrolment in primary schools in the City. As

Recommendation.

Chapter and
paragraph.

a basis for consideration, we suggest that the ceiling for the State grant-in-aid to the Corporation on account of primary education in any given year should be equal to 2/3rds of the cost per pupil in primary schools in rural areas in that year multiplied by the total number of pupils receiving primary education (i.e., number of pupils studying in all municipal schools as well as in recognised private primary schools) during the same year .. (VI-38)

78. It is recommended that the present section 62B should be replaced by another section which will describe the basis of grant-in-aid proposed by us (VI-38)

79. The grant-in-aid to the Corporation should be immediately raised to at least Rs. 50 lakhs because the total recurring expenditure on primary education within the area of the Corporation is estimated to exceed Rs. 2 crores in 1958-59 ... (VI-39)

80. In view of the shortage of funds, we have been compelled to recommend that grants-in-aid for school buildings should be given to rural areas only. We, therefore, cannot recommend the request of the Corporation for assistance in this respect. We, however, feel that the present practice (of making the interest charges and sinking fund on account of the loan programme for buildings grantable) should be placed on a statutory basis and we recommend that the annual instalment for the repayment of the loans raised by the Corporation for the construction of school buildings should be considered as an integral part of the recurring expenditure on primary education (VI-41)

Private Primary Schools in the City of Bombay.

81. Private enterprise plays a very important part in the provision of facilities for primary education in the City. We therefore feel that every attempt be made to conserve and expand this enterprise (VI-42)

82. We recommend to the Corporation that a Consultative Committee should be set up under Section 39 of the Act as early as possible, and that the whole question of private primary schools (inclusive of the revision of the Grant-in-aid Code) be referred to it for enquiry and report ... (VI-45)

Extension of Bombay Pattern to other Corporations.

83. We recommend that the principles given in paragraph 49 of Chapter V should be extended to the other three Corporations also (Ahmedabad, Poona and Nagpur) and that a uniform pattern for the administration of primary education under all the Corporations in the State should be evolved at an early date and that it should be similar to the one which has been evolved in the City of Bombay. This recommendation does not imply that the rate of grant-in-aid to all the Corporations should be the same. The financial capacities of the Corporations vary and it is, therefore, essential that the extent of financial assistance from State revenues should vary from Corporation to Corporation. Subject to this single exception, however, we would prefer to have a similar pattern for the administration of primary education in all the Corporations of the State ...

(VI-50)

Administration of Primary Education under the City of Nagpur.

84. The administration of primary education in the City of Nagpur should be remodelled by amending the City of Nagpur Corporation Act, 1948, so as to incorporate provisions similar to those of sections 39, 50H to 50S, 62BB, 62C, 76A, 79, 126C, 126D, 195E, and 195F of the Bombay Municipal Corporation Act, 1888 ...

(VII-3)

Government Primary School for Girls.

85. It is recommended that the primary section of the Government Primary School for Girls in the city of Nagpur should be separated from the middle school and transferred to the corporation with its staff, equipment and buildings. The teachers so transferred should be regarded as guaranteed teachers and they should have the same rights and privileges as were given to the guaranteed teachers in Bombay when their services were transferred to the local bodies under the Bombay Primary Education Act, 1923.

The middle school section should continue to be with Government and should be amalgamated with the Government High School for Girls in Nagpur ...

(VII-4)

Recommendation.

Chapter and paragraph.

Transfer of Supervision over Private Primary Schools.

86. It is recommended that—

(i) Section 57 (1) (s) of the City of Nagpur Corporation Act should be amended on the lines of section 63 (15) of the Bombay Provincial Municipal Corporations Act, 1949 and that it should be made incumbent on the Corporation of Nagpur to make reasonable and adequate provision of “maintaining, aiding and suitably accommodating schools of primary education”. To begin with, the Corporation should adopt the existing grant-in-aid Code of Vidarbha for this purpose. Later on, it should enact its own code with the approval of Government.

(ii) The private primary schools in the City of Nagpur should be transferred to the supervision and control of the Nagpur Corporation.

(iii) The grant-in-aid of Government to the Corporation on this account should be gradually adjusted to the normal in a period of four years.

(VII-5)

Grant-in-aid to Nagpur Corporation.

87. It is recommended that the State grant to the Corporation of Nagpur on account of primary education should be a single general purpose grant based on the total expenditure of the Corporation concerned on primary education during the preceding year

(VII-8)

88. The grant-in-aid to the Nagpur Corporation during any year should be fixed at 40 P.C. of its total expenditure, on primary education during the preceding year

(VII-8)

89. An upper limit should also be prescribed for the grant-in-aid from State revenues to the Nagpur Corporation on account of primary education and that it should be on the same lines, as we have suggested in the case of the Bombay Corporation

(VII-8)

90. The principle on which aid is recommended to the Bombay Corporation in respect of its building programme should be extended to Nagpur Corporation also

(VII-8)

91. (Regarding the building grants reported to be sanctioned by the old Madhya Pradesh Government

to the Corporation as part of its scheme of Compulsory education in 1955), it is recommended that whatever the commitment of the old Madhya Pradesh Government may have been, it should be honoured now and that the proposal made by us regarding aid to the building programme should apply only to buildings not included in the compulsory scheme of 1955

(VII-9)

92. (All our preceding recommendations on the subject of grant-in-aid to the Nagpur Corporation may be summed up in a comprehensive recommendation that) a section on the following lines should be introduced in the City of Nagpur Corporation Act, 1948 :—

“The Corporation shall be entitled to receive from the State Government an annual grant-in-aid equal to 40 per cent. of its total recurring expenditure on primary education during the preceding year :

Provided, however, that the amount of such grant-in-aid shall not exceed two-thirds of the cost per pupil in primary schools in rural areas in the preceding year multiplied by the total number of pupils enrolled in municipal schools during the same year.

Explanation.—The annual instalment for the repayment of loans raised by the Corporation for the construction of primary school buildings shall be deemed to be a part of the recurring expenditure on primary education.

Nothing in this section shall be deemed to affect the claim of the Corporation to any non-recurring grant-in-aid sanctioned in the compulsory education scheme of 1955”

(VII-9)

General Recommendations to the Nagpur Corporation.

93. Primary Education in Nagpur has shown good progress in recent years. However, it would need a thorough overhaul in view of the large changes that would follow in the wake of integration. It would be in the interest of the Corporation, therefore, if it were to appoint a Committee or consult an expert to prepare a comprehensive development plan for the reorganization, expansion and improvement for primary education within its area

(VII-10)

Recommendation.

Chapter and
paragraph.

94. It is recommended that when the supervision over the private primary schools within its areas is transferred to the Corporation, it should also examine among other things, the position of primary teachers working in these schools which is reported to be not very happy at present. Recommendation No. 82 would be helpful in this context

(VII-10)

*Administration of Primary Education under the
Ahmedabad and Poona Corporations.*

95. In keeping with our fundamental proposal that a uniform pattern for the administration of primary education be evolved for all the Corporations in the State, we recommend that early steps should be taken to amend the Bombay Provincial Municipal Corporations Act, 1949, on the following lines :—

(1) A Section similar to section 39 of the Bombay Municipal Corporation Act, 1888, will have to be introduced and authority will have to be given to these Corporations to constitute Consultative Committees for Primary Education, if and when necessary.

(2) Sections similar to sections 50H to 50S of the Bombay Municipal Corporation Act, 1888, will have to be introduced and a statutory Education Committee will have to be created.

(3) The statutory post of an Education Officer will also have to be created by introducing a section similar to section 76A of the Bombay Municipal Corporations Act, 1888.

(4) The power to sanction the schedule of staff required for primary education (subject to the exception that the prior approval of Government should be obtained for all proposals affecting the emolument of primary teachers) will also have to be given to these Corporations by introducing a section similar to section 79 (1A) of the Bombay Municipal Corporation Act, 1888.

(5) General powers of control will have to be reserved to the State Government by introducing sections similar to sections 62BB and 62C of the Bombay Municipal Corporation Act, 1888.

(6) Minimum contributions of these Corporations to the educational budget will also have to be prescribed by introducing sections similar to sections 126C and 126D of the Bombay Municipal Corporation Act, 1888.

Recommendation.

Chapter and
paragraph.

(7) Authority to levy an educational cess will also have to be vested in these Corporations by introducing Sections similar to Sections 195E and 195F of the Bombay Municipal Corporation Act, 1888

(VII-17)

Grant-in-aid to Corporations.

96. A section on the following lines should be introduced in the Bombay Provincial Municipal Corporations Act, 1949, to regulate State grant-in-aid on account of primary education to Corporations established under the Act :—

“Every Corporation constituted under this Act shall be entitled to receive from the State Government an annual grant-in-aid at such per cent. of its total recurring expenditure on primary education during the preceding year as the State Government may prescribe in this behalf :

Provided, however, that the amount of such grant-in-aid shall not exceed two-thirds of the cost per pupil in primary schools in the rural areas in the preceding year multiplied by the total number of pupils enrolled in municipal schools during the same year.

Explanation.—The annual instalment for the repayment of loans raised by a Corporation for the construction of primary school buildings shall be deemed to be a part of the recurring expenditure on primary education ”

(VII-20)

97. Under the above section Government should issue a rule that the grant-in-aid to the Ahmedabad Corporation would be at 30 per cent. of the total expenditure on primary education

(VII-20)

98. Our attention has been drawn to the fact that the Ahmedabad Corporation does not give grants to private primary schools which charge fees, and that there is a large number of such recognized but unaided schools. In our opinion, it is rather harsh to refuse grant-in-aid to all schools which charge fees. We would therefore recommend that the Corporation should set up in consultation with Government a small committee, to enquire into and report upon the position of private primary schools in Ahmedabad, the manner and extent of the financial assistance to be given to

Recommendation.	Chapter and paragraph.
them and other matters, and prepare its own Grant-in-aid Code and take action (in the light of the report of the Committee)	(VII-21)

Grant-in-aid to Poona Corporation.

99. The consolidated grant-in-aid to the Corporation of Poona should be calculated at 40 per cent. of its total expenditure on primary education. This grant should be regulated by a rule under the new section proposed to be introduced in the Corporations Act (vide recommendation No. 96) ...	(VII-24)
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Private Primary Schools in Poona City.

100. Private Primary Schools play a very important role in providing facilities for primary education in the City of Poona and they need every encouragement. It is however felt that the present rates of grant-in-aid are inadequate and do not meet the requirement of the situation in big cities like Poona. We suggest therefore that the Poona Corporation should set up a Committee to advice the Corporation (on this point) and on the recommendations made by the Committee, new grant-in-aid should be framed with the approval of Government, and introduced in area of the Corporation as early as possible	(VII-25)
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Principles of Classification of Municipalities.

101. (Instead of the existing basis) we suggest that the following basis may be adopted for the classification of municipalities as Authorised and Non-authorised :—

(a) A municipality should necessarily be classified as Authorised if its population exceeds 25,000 and if its total income (excluding Government grants) exceeds Rs. 5,00,000 ;

(b) A municipality should necessarily be classified as Non-authorised if its population is less than 15,000 and if its total income (excluding Government grants) is less than Rs. 3,00,000 ; and

(c) When a municipality does not fall within any of these two clear-cut groups (i.e., when its population is more than 15,000 but less than 25,000 and/or when its income is less than Rs. 5 lakhs but more than Rs. 3 lakhs its classification should be considered on merits)

(VIII-11)

Recommendation.

Chapter and
paragraph.

102. In this connection, we would like to emphasize that there should be no inseparable connection between financial contribution and the right to control education i.e., a municipality coming under (a) above should be required to pay a contribution equal to 50 per cent. of the expenditure on primary education incurred within its area. There should be no escape from this contribution, but the municipality should be allowed to control primary education only if it is efficient ...

(VIII-11)

103. Similarly, the financial contribution of a municipality should also be dissociated from its willingness to assume powers of control over primary education, that is, it should be compulsory for a municipality coming under (a) above to pay a contribution of 50 per cent. of the expenditure on primary education incurred within its area. But it may be left to the municipality whether to assume or not to assume the control over primary education

(VIII-11)

Present Authorised Municipalities.

104. There is no reason to change the present classification of the existing Authorised municipalities except that, as already recommended, Poona, and Ahmedabad should be dealt with on the pattern of the Bombay Corporation

(VIII-14)

105. The present principle (of creating Cantonments as authorised Municipalities and aiding them at 50 per cent. of their approved expenditure) should continue to be adopted in future. Their grants however, should be given on the new basis proposed by us in Chapter X

(VIII-14)

Present Non-Authorized Municipalities.

106. On the basis of the principles proposed by us, we recommend that the following municipalities should be converted into "authorized" as they fulfil all the conditions :—

(a) Kalyan, Bhusaval, Sangli. Thana, Navsari, Pandharpur, Miraj, Chalisgaon, Nandurbar, Petlad, Balsar, Ichalkaranji, Anand, Bhivandi, Karad

(VIII-16 and 17)

(b) Viramgam and Dohad (their annual income is closed to Rs. 5 lakhs)

(VIII-17)

Recommendation.

(c) Kalol (its population is close to 25,000) ..

Chapter and
paragraph.
(VIII-18)

(d) Cambay and Patan.

We recommend that both these municipalities should be immediately classified as authorized and if they ask for time to adjust their budgets, their requests should be considered sympathetically on merits. A similar concession for adjustment should be shown to all municipalities which belong to the old Indian States and which did not make any contributions towards the expenditure on primary education in the past

(VIII-16)

107. Nasik Road, Amreli, Ratnagiri and Siddhapur may be judged on merits. (If the municipalities are willing and their administration is generally efficient, they may be classified as authorized and given a grant-in-aid of 60 per cent.).

108. Dabhoi, Mehsana, Kapadvanj, Dholka, Manmad, Rajpipla, Baramati, Lonavala, Billimora, Shirampur, Chiplun. (The incomes of these municipalities are more than Rs. 3 lakhs but less than Rs. 5 lakhs each. It may not be possible to raise their incomes above Rs. 5 lakhs). We, therefore, recommend that the possibility of converting these municipalities as authorised should be examined on merits on the lines suggested above in recommendation No. 107

(VIII-12)

109. The remaining municipalities may be classified as non-authorized

(VIII-18)

Policy of Authorization.

110. Concluding this section, we would generally recommend a reversal of the present policy of authorising as few municipalities as possible and suggest that the general attitude should be to authorize as many municipalities as possible. ...

(VIII-19)

Composition of Municipal School Boards.

111. No useful purpose would be served by continuing the existing system of nominating a few members on the municipal school boards. We therefore, recommend that this system should be abolished forthwith, and that all members of Municipal School Boards necessarily be elected ...

(IX-3)

Recommendation.

Chapter and
paragraph.

112. Not less than one-fourth of the members of a municipal school board should be non-councillors of the electing municipality (IX-4)

113. The law should prescribe that the non-councillor members of the school board should "be persons primarily interested in education" ... (IX-5)

114. The expression "a person primarily interested in education" should be defined as a person who has been—

(a) a trained primary teacher with a service of not less than fifteen years in a recognised primary school ; or

(b) a headmaster of a full-grade recognised primary school for not less than ten years ; or

(c) an assistant master in a recognised primary teachers' training college or a secondary school for not less than ten years ; or

(d) the head of a recognised primary teachers' training college or a high school for not less than five years ; or

(e) a trained graduate with a teaching experience of not less than five years in a recognised institution ; or

(f) on the teaching staff of a university or a college in a capacity not below that of a lecturer and has had a teaching experience of not less than three years ; or

(g) the chairman of a municipal or district school board for not less than three years or a member of such board for not less than five years ; or

(h) has been the president, chairman or a secretary, for a period of not less than five years, of an association, society or trust which conducts recognised educational institutions (IX-6)

115. One seat of a School Board—Municipal or District—should be reserved for a trained primary teacher who has put in a service of not less than 15 years in a recognised primary school and who is not an employee of any school board, or a teacher in any primary school aided by the Board concerned (IX-8)

116. (In view of the proposed lowering of the limit of population for classifying a municipality

Recommendation.	Chapter and paragraph.
as authorized), it is recommended that the minimum number of members of a municipal school board should be fixed at eight	(IX-9)
117. The existing reservation of seats for backward communities is desirable and constitutionally necessary. This provision should therefore be continued unchanged	(IX-10)
118. At least one member of the board should be a woman	(IX-11)
119. The present provisions regarding the minimum qualifications for members of the School Board are healthy and should be continued ...	(IX-12)

Method of Elections.

120. Regarding the method of elections we make the following recommendations :—

(1) The method of cumulative voting is very simple and, therefore, it should necessarily be adopted in the case of election to the Village School Committees.

(2) In the cases of elections to the School Boards of Authorised Municipalities or District School Boards or to the Taluka School Committees or to the School Committees of non-authorized municipalities, the electing authority concerned may adopt either the method of single transferable vote or that of cumulative voting according to its choice. It should be made clear, however, that the notification fixing the different stages of elections should also specifically mention the method of voting adopted

(IX-13)

The term of the Municipal School Board.

121. The term of office of the members and office-bearers of a municipal school board should be reduced to two years and the system of retirement by rotation should be adopted

(IX-14)

POWERS OF AUTHORIZED MUNICIPALITIES AND
MUNICIPAL SCHOOL BOARDS.

The Administrative Officer.

122. We are firmly of the view that it is desirable, in the larger interest of education, to make the Administrative Officers of municipal school boards

Recommendation.	Chapter and paragraph.
servants of the State Government. We therefore recommend that no change should be made in Section 21 of the Bombay Primary Education Act, 1947	(IX-19)
123. We recommend that Section 22 of the Bombay Primary Education Act, 1947 (under which Government may delegate the power of appointing an Administrative Officer to the authorised municipalities) should be deleted	(IX-20)
124. The department should lay down a policy that an Administrative Officer of a municipal school board should not ordinarily be transferred within a period of three years	(IX-23)
125. Also, the Research Section of the office of the Director of Education should examine the factors which now contribute to the frequent transfers of the Administrative Officers of the municipal school boards and early measures should be adopted to remove them	(IX-23)
126. The position of the Administrative Officer under a School Board—whether Municipal or District—should be the same as that of a Commissioner under a Corporation (that is, he should not be controlled directly by the Department and even in respect of powers which have been vested in the Administrative Officer personally, he should be held responsible to the School Board on which the entire responsibility for the administration of primary education ultimately rests).	

Staff Selection Committee.

127. We recommend that no change should be made in the existing composition of the Staff Selection Committee	(IX-25)
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Transfers of Teachers.

128. The power of transfer of teachers in municipal areas should continue to be vested personally in the Administrative Officer. But if the Government so opines, our proposals regarding the creation of a transfer committee in a District School Board may be extended, <i>mutatis mutandis</i> to Municipal School Boards as well	(IX-27)
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Recommendation.

Chapter and
paragraph.*Appellate Tribunal.*

129. No change should be made in the composition of the Appellate Tribunal constituted under section 24 of the Bombay Primary Education Act, 1947 ... (IX-28)

Prior Consultation with the Administrative Officer.

130. In the interest of good administration, it is absolutely essential for the Board to consult the Administrative Officer before taking final decision on any subject. This healthy practice should not be abolished ... (IX-30)

131. The Administrative Officers should be instructed to see that they offer their remarks as early as possible and due notice should be taken if any unusual or unjustifiable delays made by an officer are brought to the notice of the Director of Education by the School Boards ... (IX-30)

Procedure in Cases where School Boards exceed their powers.

132. The following procedure is suggested :—

(a) Whenever an Administrative Officer is of opinion that the order of the Chairman or a resolution of the school board is in excess of the power conferred by, or contrary to, the Bombay Primary Education Act, 1947, or the rules or regulations made thereunder, or the general directives of Government, or is otherwise unlawful, he shall refer the matter back to the school board for reconsideration along with a report in which he shall state the reasons for reconsideration in detail.

(b) If the Board persists in its views, the Administrative Officer shall submit a full report to the Director of Education for necessary orders under section 51 of the Act. When such a report is made to the Director of Education, the board shall not press the Administrative Officer for immediate execution of the resolution.

(c) Within thirty days of the receipt of the report made by the Administrative Officer under (b) above, the Director of Education shall either give his final decision on the points raised by the Administrative Officer or shall issue an interim stay order to the board prohibiting it from proceeding further in the matter until the final

Recommendation.

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paragraph.

orders on the subject are issued. If such stay order is issued, the board shall not execute its resolution until the final orders of the authority concerned are received.

(d) If no decision or an interim stay order is received from the Director of Education within thirty days of the receipt of the report made by the Administrative Officer, the board shall reconsider the matter and take such decision as it deems fit in a meeting specially convened for the purpose. When this is done, the Administrative Officer shall be under an obligation to carry out the final decision of the school board ...

(IX-31)

133. We would reemphasize our recommendation that the administrative officers should belong to the cadre of the State Education Department and that, subject to this condition, Government should be very sympathetic in considering an increase of powers of the municipal School Boards ...

(IX-32)

ADMINISTRATION OF PRIMARY EDUCATION UNDER
AUTHORISED MUNICIPALITIES.

Grants-in-aid.

134. We recommend that all authorised municipalities should be under the statutory obligation to contribute not less than ten or more than fifteen per cent. of their total income (excluding Government grant), for expenditure on primary education. Government should decide from time to time the exact rate at which the minimum contribution shall be payable. For the present, the rate should be ten per cent. only ...

(X-11)

135. The prescription of the minimum statutory contribution does not absolve a municipality from its residuary responsibility to finance primary education within its area ...

(X-12)

136. We have already recommended that the distinction between voluntary and compulsory education grants should be done away with in the case of Nagpur, Ahmedabad and Poona Corporations. We recommend the extension of the same principles to Surat and Sholapur also ...

(X-14)

137. Surat municipality should be aided, in future, at fifty per cent. of its total expenditure on primary education ...

(X-15)

Recommendation.

Chapter and
paragraph.

138. The grant-in-aid to Sholapur Municipality also should be raised to fifty per cent. of the total expenditure on primary education incurred within its area (X-18)

139. All the authorised municipalities in the State have been paying their share of the grant payable to recognised private primary schools on the expenditure of Dearness Allowance paid to their teachers. Only the Sholapur Municipality is neither paying the share regularly nor paying it in full. We think that this action of the Sholapur municipality is very unfair to the private schools. We, therefore, recommend that the department should take the necessary steps to see that this injustice to private schools is removed as early as possible (X-19)

140. The existing system of 'approving' expenditure for the purpose of grant-in-aid has along outlived its utility. We recommend therefore that the system of giving grant-in-aid, only on approved expenditure i.e. expenditure specially sanctioned and admitted for the purpose of grants by Government should be discontinued forthwith and be replaced by another and more simple method. (X-20)

141. The present system of auditing accounts of the Primary Education Fund of the authorised municipalities should continue and all uneducational expenditure and all expenditure unconnected with primary education should be disallowed against the Primary Education Fund. The existing practices and principles in this regard are quite sound and we do not recommend any change in them (X-21)

142. We propose that the authorised municipalities should be divided into three groups as follows :—

Group I.—Very rich municipalities which would be aided at 45 per cent. of their expenditure.

Group II.—All municipalities whose population exceeds 25,000 and whose income exceeds Rs. 5 lakhs. A third criterion which may be adopted is that the municipal income (excluding Government grants) is above Rs. 15 per head of the population. These municipalities should be aided at 50 per cent. of their expenditure.

Group III.—All authorised municipalities which do not fall under Group II. These should be aided at 60 per cent. of their expenditure ... (X-40)

Recommendation.

Chapter and
paragraph.

143. Each authorised municipality should be given two types of grant-in-aid from the state revenue :—

(a) A percentage grant on the expenditure incurred during the preceding year on the sanctioned teaching staff (this will not include special teachers) and on the grant-in-aid paid to private primary schools in the municipal areas; and

(b) A capitation grant on the average attendance of pupils enrolled in all the recognized primary schools within the municipal area during the preceeding year

(X-41)

Transition to the New Pattern.

144. Our suggestions in respect of the transition from the present position to the new pattern of grant-in-aid proposed by us are as follows :—

(a) The year 1958-59 should be regarded as the last year under the old system and the new pattern should come into force everywhere from 1959-60.

(b) Since the old system of approved expenditure is now to be finally buried, we suggest that all expenditure actually incurred during 1958-59 should be treated as approved and all posts of primary teachers actually employed may be treated as sanctioned.

(c) This total approved expenditure should then be divided into two parts: (1) Salaries and allowances of teachers and grant-in-aid to private primary schools, and (2) all other expenditure.

(d) The average attendance of pupils in all primary schools in the municipal area in 1958-59 should also be worked out. If 50 per cent. of the other expenditure as worked out above is divided by this average attendance- we shall get the existing rate of grant-in-aid per pupil in average attendance. This should be rounded off to the next higher ten naye paise and the figure so arrived at would be the basis of capitation grant.

(e) The grant for 1959-60 would then be as follows :—

(i) A grant of 50 or 60 per cent. as the case may be on all expenditure connected with the primary

Recommendation.

Chapter and
paragraph.

teachers sanctioned in 1958-59 as well as on the grant-in-aid paid to approved private primary schools within the municipal area during the same year ;

(ii) A capitation grant at the rate fixed under (d) above on the average attendance of all pupils in municipal and private schools during 1958-59.

(X-43)

145. (a) The work involved in adopting the new basis of grant-in-aid is so large and urgent that it cannot be left to the routine administration of the Department. We, therefore, propose that a special unit for the purpose should be created in the office of the Director of Education for a period of two years with effect from 1st of April 1959

(X-45)

(b) The unit should be placed under an officer of (B. E. S. Class II level) who has had a special experience of the old grants-in-aid system and who can be depended upon to understand and implement our new proposal in the proper perspective ...

(X-45)

(c) It should be made the responsibility of this Special Officer to take summary measures and to close all the cases of the old audit notes finally before the 31st March, 1961

(X-45)

Disposal of outstanding Audit Notes.

146. We feel that finalisation of Audit Notes can be expedited very greatly if frequent conferences could be arranged between the Director of Education and his assistants dealing with the work and the Examiner, Local Fund Accounts and his assistants. We, therefore, recommend that a conference of this type should be called as early as possible by the Director of Education. Thereafter the conference should be repeated every quarter until all the old cases are finally disposed off

(X-46)

147. We propose that the Auditor in charge of the Audits of school boards, the Administrative Officer of the Board and a senior officer of the Office of the Director of Education who is in charge of the work should meet at the Office of the School Board itself and discuss the outstanding audit notes and propose some agreed solution of the problem ...

(X-46)

148. Government would be well-advised to delegate fairly large powers to the Director of Education, in respect of taking final decision in cases of

Recommendation.

Chapter and
paragraph.

irregular or imprudent expenditure, so that all the old outstanding arrears may be disposed off without delay

(X-46)

149. The powers which are now vested in the Commissioner under the Bombay Local Fund Audit Act, 1930, in respect of the District Local Boards and municipalities should be vested in the Director of Education, in respect of the Audit notes of the District and Municipal School Boards (and the proposed Taluka School Committees and the School Committees of the non-authorised municipalities).

(X-46)

Objectives of Audit.

150. (a) Under the new system, the first objective of the audit (which would be annual) is to admit expenditure against the Primary Education Fund. Here the general criterion to be followed is to see whether the Fund is missed or misapplied.

(b) The second object of the audit should be to ascertain whether each authorised municipality has paid its prescribed minimum contribution into the Primary Education Fund. The Audit Note should first determine the contribution due and then bring to the notice of the Department the cases where this contribution has not been paid in full. We have one specific suggestion to make in this respect. All amounts held to be a "misapplication" of the Fund should be deducted from the actual municipal contribution before deciding whether the minimum contribution has been paid or not. It shall be one of the duties of the Divisional Deputy Directors of Education to see that the municipalities pay the prescribed contribution and the audit should help them in this.

(c) The third object of the audit is to help in the assessment of grant-in-aid. We suggest that the audit note should contain provisional calculations of grant-in-aid which would be finalised by the Department in due course.

(d) Lastly, the audit should assist in building up a good financial administration at the Local level. For this purpose, it should also contain general observations on the efficiency with which accounts were maintained, point out the wrong procedures followed or common mistakes committed, and suggest remedies for improvement.

Recommendation.	Chapter and paragraph.
It will be the duty of the Department to take firm action on this part of the audit note ...	(X-47)
151. If our proposals are adopted, several changes will have to be made in the system in which the accounts of the Primary Education Fund are now maintained. It would be the duty of the Special Officer to carry out this part of the reorganization in consultation with the Local Audit Department ...	(X-49)
<i>Sanctioning of Additional Teachers.</i>	
152. (a) Regarding the sanctioning of the additional teachers, the Government should fix the ratio of pupils to teachers (e.g., 40 to 1) and sanction should be accorded to as many teachers as can be justified on this basis ...	(X-50)
(b) If for any reason the Government finds that it cannot agree to the above recommendation, we strongly recommend that the alternative proposal, [explained in paragraph 50(b) of Chapter X] should be adopted by Government in the matter of sanctioning additional teachers to authorised municipalities ...	(X-50)
<i>Revision of Capitation Grants.</i>	
153. After the adoption of the new pattern (it will be necessary) to equalise rates of capitation grant. It should be the same for every municipality in the same group ...	(X-51)
154. A machinery for the periodical revision of the rate of capitation grant should also be provided for. Such a revision should be made every two or three years and the work may be undertaken by the Office of the Director of Education in consultation with the Divisional and State Boards of Primary Education ...	(X-51)
<i>Fees in Municipal Primary Schools.</i>	
155. (a) The State Government should not direct the levy of fees in municipal primary schools. On the other hand, it should discourage the levy of fees in these schools wherever possible.	
(b) No fees should be charged in Classes I to IV even in areas where compulsion is not introduced at present.	
(c) Even at the non-compulsory stage (Classes V-VII) it should be left entirely to the discretion of the municipality to charge or not to charge fees,	

Recommendation.

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paragraph.

(d) If a municipality decides to raise some money by charging fees at this level, it should be allowed to do so, provided the rates of fees do not exceed those prescribed by Government and provided also that a freeship is given to—

(i) every child whose parents claim inability to pay fees ;

(ii) every girl ;

(iii) every child from the backward class ... (X-52)

156. We recommend that all the orders (regarding the levy of fees referred to in paragraphs 53-55) should be immediately cancelled ... (X-55)

157. We also recommend that there should be a specific provision in the Act to the effect that the right to levy fees in the primary schools conducted by the Municipal or District School Boards shall vest in the School Boards concerned ... (X-55)

158. We recommend that the grant-in-aid to authorised municipalities on account of primary school buildings should be based on principles set forth in paragraph 56 of Chapter X ... (X-55)

They are briefly :—

(a) Authorised Municipalities should be asked to finance their programmes for the construction of primary school buildings by raising loans.

(b) The State Government should treat the annual instalment for the repayment of loans as recurring expenditure of primary education and admit it for grant-in-aid at 40 per cent. When this is not possible the authorised municipalities should be permitted to charge a reasonable rent for the buildings concerned and such rent should be admitted for purposes of grant.

(c) At present such rent is disallowed when it exceeds the permissible limit of 5 per cent. increase over the preceding year. It is essential to delete this rule.

Non-Authorised Municipalities, Present Position

159. As we look at the problem, the fundamental defects in the existing system of the administration of primary education under non-authorised municipalities are two :—

(a) The basis prescribed for the municipal contribution for primary education is unrealistic and wrong ; and

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paragraph.

(b) The financial contribution and responsibility for executive administration are divorced from one another.

Unless these two defects are corrected, it will not be possible to improve the existing situation ...

(XI-11)

Contribution towards Primary Education.

160. If we desire to insist on a *minimum equitable* educational effort (from every non-authorized municipality), the contribution of non-authorized municipalities should be a proportion of their total income

(XI-12)

161. In arriving at the total income we would exclude all Government grant received by the Municipality, all trust funds held by the municipality for specific purposes, and income from fees etc. from educational institutions etc. No other item need be excluded. (But) this point may be got examined by Government through the Local Self-Government Department and a clear-cut definition of the "total income" of a municipality for the purpose of assessing its contribution for primary education should be prepared

(XI-13)

162. It should be laid down that every non-authorized municipality shall maintain a Primary Education Fund of its own and that it shall credit annually into the fund, such percentage of its total income during the preceding year as may be prescribed by Government in this behalf (in four quarterly instalments payable in advance).

Share in the Administration.

163. We therefore recommend that section 41(2) of the Bombay Primary Education Act, 1947 should be replaced (by another suggested by us) ...

(XI-16)

164. We propose that every non-authorized Municipality shall be required to constitute a school committee for supervision over the primary schools in its area

(XI-17)

165. Such committees should have 4 to 8 members. Half of them should be councillors of the municipality, while the remaining half should be persons "primarily interested in education", and elected or appointed by the municipality. The term of the members of committee should be two years and

Recommendation.	Chapter and paragraph.
half the number of members should retire annually in rotation on the pattern suggested for authorised municipalities	(XI-18)
166. The provision for such a committee should preferably be made by an amendment of the municipal Act itself If this is not possible or desirable, a special section on this subject should be introduced in the Primary Education Act and the necessary Rules and bye-laws should be framed thereunder	(XI-18)
167. We strongly recommend that the school Committees of non-authorised Municipalities should be vested with adequate powers and responsibilities for primary schools in their areas	(XI-19)
168. The following is a tentative list of powers and duties that should be delegated to the School Committees of non-authorised municipalities :—	
(1) To carry out ordinary and special repairs of the buildings of municipal primary schools ;	
(2) To construct new buildings for primary schools,	
(3) To acquire and maintain play-grounds ;	
(4) To purchase and supply equipment to municipal primary schools ;	
(5) To make adequate provision for physical education and medical inspection and treatment of children receiving primary education in all the schools situated within the municipal limits ;	
(6) To make provision, wherever possible, for mid-day meals to poor and under-nourished children ;	
(7) To appoint all the special teachers (e.g., for drawing, drill, music, crafts, etc.,) and non-teaching staff required for the municipal primary schools and to control their services ;	
(8) To make provision for drinking water and other necessary amenities required by school children ;	
(9) To make adequate provision for school uniforms ;	
(10) To celebrate school functions and organise schools excursions or other social and cultural programmes in accordance with the instructions	

Recommendation.

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paragraph.

that may be issued by Government or the District School Board from time to time ;

(11) The exercise such supervision over the local primary schools as may be directed by the District School Board by general or special orders ;

(12) To be responsible for all expenditure connected with municipal primary schools (except the salaries and allowances of the teaching staff) ; and

(13) Generally to exercise such powers and perform such duties as the District School Board may delegate from time to time

(XI-20)

Financial Powers of School Committee.

169. The School Committees should have full authority to administer the primary education fund of the non-authorized municipalities. They should have the full authority to incur expenditure according to the budget sanctioned by the municipality, and they should also have definite powers to sanction expenditure up to a prescribed limit and adequate powers of reappropriation

(XI-21)

Financial Arrangements for the Expenditure on Primary Education.

170. (a) The State Government should provide the entire teaching staff required for the municipal primary schools within the limits of non-authorized municipalities. The staff would be borne on the cadre of primary teachers recruited and controlled by the respective District School Boards to whom the management of these primary schools would be entrusted.

(b) The grants to approved private primary schools within the area of the non-authorized municipalities should also be paid by the District School Boards direct.

(c) The State Government should pay a grant to the district school boards on a hundred per cent. basis on account of these two items.

(d) All expenditure on primary education, other than on the teaching staff and grant to private primary schools will have to be met

Recommendation.

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paragraph.

by the non-authorized municipalities themselves (out of their Primary Education Funds).

(e) The State Government should, however, sanction non-recurring grants for primary school buildings in the area of a non-authorized municipality, at 40 per cent. of the expenditure approved for the purpose

(XI-24)

171. To ensure that every non-authorized municipality shall set aside an adequate amount to meet its liability, we recommend that a minimum statutory contribution to primary education should be prescribed for all non-authorized municipalities

(XI-26)

172. We recommend that a minimum contribution of not less than five and not more than ten per cent. of the total income should be prescribed for all non-authorized municipalities ...

(XI-27)

173. The exact rate of the contribution should be decided by executive orders issued by Government from time to time

(XI-32)

174. Government should examine the whole position and then give relief to the non-authorized municipalities as it considers necessary ...

(XI-32)

175. In order to supplement the contribution out of the total income, we recommend every committee to collect funds for primary education in other ways also. (e.g. donations, subscriptions, and fees.)

(XI-28)

176. The existing representation given to non-authorized municipalities in district school boards should continue

(XI-31)

Administration of Primary Education in the Urban Areas of Vidarbha, Saurashtra and Marathwada.

177. We recommend that—

(a) The principles of classification enunciated in Chapter VIII should be extended to Vidarbha, Saurashtra—Kutch and Marathwada and all the municipalities in these regions should be classified as authorized or non-authorized.

(b) The pattern of the administration described in Chapters IX and X should be introduced in all authorized municipalities and that described

Recommendation.

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paragraph.

in Chapter XI should be introduced in all non-
authorised municipalities.

(c) In extending these patterns to these regions,
care should be taken to see that the transition
to the new order is made smooth and gradual.
This should be done by giving them a period of
three to six years to adjust their budgets to this
new obligation and by introducing a sliding scale
of grant-in-aid during this period of transition.

Municipalities in Vidarbha.

178. Applying the tests proposed by us in Chapter
VIII, we find that the following municipalities will
fall under—

(a) Authorised Municipalities—Group II—
Amravati, Akola, Chanda, Warda and
Khamgaon.

They should be aided at 50 per cent. of their
expenditure on primary education

[XII·3(b)]

(b) Authorised Municipalities—Group—III—
Gondia, Hinganghat, Yeotmal, Kampti,
Malakapur, Karanja, Bhandara, Washim,
Tumsar.

They should be aided at 60 per cent. of their
expenditure on primary education.

We assume their willingness. But we have no data
regarding their efficiency. This should be investi-
gated into by Government before the final decisions
are taken

[XII·3(c)]

179. We recommend that the cases of the follow-
ing municipalities should be examined on merits and
they should be classified as authorised, Group III,
if they are or promise to be efficient :—

Achalpur, Akot, Badnera, Umra, Pulgao,
Anjangao, Suja, Shegaon, Arvi, Murtijapur,
Nandura, Pusad, Paratwada

[XII·3(d)]

180. All other municipalities will have to be
treated as non-authorized. The recommendations
made by us in Chapter XI should be extended to
these municipalities

[XII·3(d)]

181. Since our proposals are not likely to create
any financial or other difficulties for municipalities
in Vidarbha, we recommend that they should be
implemented immediately

(XII·3)

Recommendation.

Chapter and
paragraph.*Municipalities in Saurashtra.*

182. We recommend that the pattern of administration of primary education in urban areas which we have recommended in Chapters, VIII-XI should be extended to Saurashtra also in order to associate the municipalities with the administration of primary education and to impose a statutory contribution for primary education on them. In doing so, however, care will have to be taken to see that (a) adequate time is given to the municipalities to adjust their budgets to this new responsibility and that (b) the grants-in-aid which are given to municipalities in the area of old Bombay State are also extended to these municipalities before compelling them to make contributions for primary education

(XII·4)

183. The following should be classified as authorized municipalities, group II, Bhavnagar, Rajkot, Jamnagar, Junagadh, Porbander, Veraval, Morvi, Gondal, Surendranagar. They should be aided at 50 per cent. of the total expenditure on primary education incurred within their areas. A period of 5 years should be given to them to enable them to adjust themselves to the new responsibility. (First year—75 per cent.; Second year—65 per cent.; Third year—60 per cent.; Fourth year—55 per cent.; Fifth year 50 per cent.)

[XI·4(b)]

184. The following should be classified as authorised municipalities—Group III, Dhoraji, Jetpur, Mahuwa, Savarkundla. They should be aided at 60 per cent. of the total expenditure on primary education incurred within their areas, and a period of 5 years should be given to them to adjust themselves to this new responsibility. (First year—80 per cent.; Second—75 per cent.; Third—70 per cent.; Fourth—65 per cent.; Fifth—60 per cent.)

[XII·4(c)]

185. All the other municipalities in Saurashtra could be non-authorized

[XII·4(d)]

186. A period of three years should be given to these non-authorized municipalities in order to give them time to adjust their budgets to this new obligation. In the first year after the transfer of control, Government should give these municipalities a grant-in-aid equal to the actual expenditure incurred within the municipal area concerned on the

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Chapter and
paragraph.

responsibilities that are being transferred to them. In the second year, this grant should be reduced to two-thirds, and in the third year, it should be reduced to one-third. In the fourth year, it should be discontinued altogether so that the entire responsibility is assumed by the non-authorized municipality

[XII-4(d)]

Municipalities in Kutch.

187. Bhuj and Mandvi should be classified as authorized municipalities, group III and aided at 60 per cent. (on the same basis as in recommendation No. 184 above).

188. The remaining municipalities of Anjar and Mundra should be classified as non-authorized. They should be given a period of three years for adjustment on the same basis as in recommendation No. 186 above.

Municipalities in Marathawada.

189. Regarding municipalities in Marathawada we make the following recommendation :—

(a) The principle that the Municipalities should be closely associated with the administration of primary education within their areas should be accepted forthwith. But in view of the peculiar conditions in Marathawada, the actual enforcement of this principle should be spread over a fairly long time.

(b) The first municipal school board to be constituted under the new Primary Education Act should be entirely nominated, (for 3 years).

(c) Nanded, Jalna, Aurangabad and Latur should be classified as authorized municipalities (Group III) and aided at 60 per cent. of the expenditure incurred on primary education in their areas.

The grant-in-aid to these municipalities should be adjusted in a period of six years. In the first two years after the transfer of control, the grant should be equal to the expenditure incurred on primary education in the area of the municipality concerned during the year preceding the transfer and the municipality should be required to bear only the increase in such expenditure. In the third year, the Government grant should be at 90 per cent. of the total expenditure incurred on primary education

Recommendation.	Chapter and paragraph.
within their areas, in the fourth, fifth and sixth, it should be reduced to 80, 70 and 60 per cent. respectively	(XII·6)
190. The remaining municipalities should be classified as non-authorized. As recommended by us already for municipalities in Saurashtra (recommendation No. 186), they also should be given a period of four years to adjust themselves to this new responsibility	(XII·6)
191. Almost all municipalities in Marathawada have accumulated large balances and also have very heavy arrears of house tax to be collected. We recommend that very early steps should be taken to collect these arrears and 20 per cent. of the aggregate amount of cash balances and recoveries of arrears should be set aside for the primary school building fund. 20 per cent. of the cash balances should be set aside immediately for this purpose and 20 per cent. of the recoveries should be transferred to this fund as and when they are collected, say, at the end of every quarter	(XII·6)
<i>Municipalities in Small Towns.</i>	
192. (a) We recommend that in future no municipality should be established at any place, where the population is less than 10,000 or where the total income of municipality is likely to be less than 50,000.	
(b) If there is a municipality existing in a place whose population is less than 5,000, it should be converted into a village panchayat, unless there are exceptional reasons to the contrary. The final decision in the matter may, however, be left to the local people and only those municipalities in this category should be converted into village panchayats which pass a resolution to that effect by a majority of 2/3 of the members present at the meeting. (It should not also be less than half the total number of members of the municipality.)	(XII·7)
<i>The Role of Local Bodies in the Administration of Primary Education.</i>	
193. The history of relationship of local bodies with the administration of primary education in the area of the old Bombay State shows all the different forms of relationship from complete centralization in	

Recommendation.	Chapter and paragraph.
the hands of Government to complete and uncontrolled delegation of authority to local bodies. It also shows that the ultimate solution of this difficult problem has to be sought in some compromise wherein the local bodies would administer primary education but would also be subject to a close supervision from Government	(XIII-12)
194. The Janapad experiment in Vidarbha has shown us both the advantages and disadvantages of the concentration of executive authority at the Tahsil level and it is for us to see how we benefit from it in our future planning	(XIII-20)
195. A comparative study of the administrative systems of primary education in other countries does not offer any great help in the solution of this problem. Every country evolves a system best suited to its genius and it is possible to show all kinds of combinations of different patterns and basic principles. It will be necessary, therefore, to look to our own past history and to decide these problems in the light of our peculiar social and cultural requirements.	(XIII-23)
196. Our own cultural traditions are entirely in favour of developing fairly autonomous and largely self-sufficient local communities and if a really democratic way of life is to be created in India, and if our future administration is to be built up on this basis, decentralization of executive authority in primary education at the local level becomes an inescapable condition of administrative organization.	(XIII-24)
197. (a) The local bodies must (therefore) be associated intimately with the administration of primary education, in order to develop local initiative, create local enthusiasm and harness local resources for the development of mass education ;	
(b) A number of evils which are commonly seen in the administration of primary education by local bodies can be effectively remedied if-	
(i) a system of adequate grant-in-aid is introduced ;	
(ii) proper safeguards are adopted to see that the authority delegated is not abused ;	
(iii) the State Government assumes responsibility to provide each local body entrusted with the administration of primary education with a	

Recommendation.

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paragraph.

trained, experienced and efficient Administrative Officer, and also assumes the responsibility to train all the other staff adequately ;

(iv) the scales of pay and other emoluments, conditions of service and old-age provision are made identical for Government servants and the employees of local bodies ; and

(v) special and adequate measures are adopted to develop a proper sense of civic responsibility among the non-official members of the local bodies.

The proposals made in this Report are based on this fundamental programme which we believe to be far superior to that of direct centralization of the administration of primary education under the State Government

(XIII-197)

ADMINISTRATION OF PRIMARY EDUCATION
IN RURAL AREAS.

The Unit of Administration.

198. The most acceptable proposal regarding the unit of administration would be to decentralize executive authority suitably at all the three levels—District, Taluka and Village—and, therefore, we are making our proposals for administrative re-organisation on the assumption that Section 15 of the Bombay Primary Education Act, 1947, would be amended in such a way that Taluka School Committees with specific powers and executive duties and responsibilities would be constituted under the provisions of the Act itself.

(XIV-11)

Functions at the District Level.

199. The present powers and duties of the existing District School Boards will have to be considerably modified, because we are visualising an increase in their powers and duties, we look upon them as the principal executive authority in the administration of primary education and some of the functions which are now performed at the District level will have to be transferred to the Taluka level

(XIV-12)

200. All planning at the District level should be made a responsibility of the District School Boards and the duty of the Department should be to co-ordinate all the plans prepared by Authorised Municipalities and District School Boards in the State Plan.

(XIV-13)

Recommendation.	Chapter and paragraph.
201. The recommendations regarding the Administrative officers of authorized municipalities (numbers 122 and 126) should be extended to District School Boards also	(XIV·16)
202. The administrative staff visualised by us includes (i) the Administrative Officer, (ii) Assistant Administrative Officers at the rate of one Officer for every Taluka, *† (iii) Supervisor-cum-Headmaster,† and (iv) Head-Clerk, Office-Superintendent and Accountant of the Office of the District School Board	(XIV·16)
203. (a) We recommend that the posts of Head-Clerk, Office Superintendent and Accountant of District School Boards should be held by Officers of Government.	
(b) The existing incumbents should be taken over in Government service.	
(c) The Department must be very strict in their transfers exactly on the same basis which the High Court adopts in respect of its mofussil staff. No Officer of this group should be kept at one place for more than five and for less than three years ...	(XIV·16)
204. With regard to the teaching staff, the sanction of Government should be required only for the number of posts of primary teachers to be created and the procedure for the grant of such sanction should be simplified. Subject to this reservation, all powers over this category of staff shall vest in the District School Board	(XIV·18)
205. Regarding clerks we do accept the need of transferring them and suggest that such cases may be dealt with when necessary by transfer to Taluka School Committees§	(XIV·19)
206. All authority in respect of attendance officers, clerks, special teachers, peons and other inferior staff should be vested in the District School Boards	(XIV·19)

* In Vidarbha, the area of Janapada is equal at least to two Talukas. So each Janapada shall have an Assistant Administrative Officer, and a joint Assistant Administrative Officer.

† These are proposed to be Government Servants.

§ In the case of authorised municipalities they may be transferred to any other branch of municipal administration.

- | Recommendation. | Chapter and
paragraph. |
|---|---------------------------|
| 207. The recruitment and control of all the staff of the District School Boards (inclusive of the staff of Taluka School Committees) would be governed by the existing provisions relating to the Staff Section Committees and Appellate Tribunals which, we think, should continue. We do not propose any change in the constitution and working of these ... | (XIV·23 & 33) |
| 208. We feel that the publication of properly prepared annual reports is a good tool of educative propoganda. It should be one of the functions of the District School Boards | (XIV·24) |
| 209. We recommend that sections 69 and 13 (3) of the Act should be amended to provide that Government shall make rules only on matters specified in the Act and that the District School Boards can make regulations on all the remaining matters. | |
| 210. We propose that instituting scholarships and prizes for helping girls and deserving poor boys (to prosecute their studies in class V—VII of Primary Schools and in the other educational activities of an equal or higher level entrusted to it) should be an integral duty of the District School Boards | (XIV·26) |
| 211. We propose that the District School Boards should have the powers to sanction their own budgets | (XIV·27) |
| 212. Recommendation No. 155 regarding fees should be extended to rural areas also | (XIV·28) |
| 213. If these proposals are approved by Government, section 13 of the Bombay Primary Education Act will have to be amended as under :— | |
| <p>“13. (1) Subject to the provisions of this Act and the rules made thereunder, the District School Board shall be the chief executive authority for the administration of primary education in the District and shall, with the assistance of Taluka and Village School Committees, be responsible for making adequate provision for primary education in the District.</p> | |
| <p>(2) The State Government may authorize any District School Board by a general or special</p> | |

order issued in this behalf, to provide for any or all of the following educational activities, viz :—

- (a) pre-primary education in areas inhabited by aboriginal and hill tribes ;
- (b) Secondary schools in rural areas where private effort is not forthcoming ;
- (c) Hostels for the poor and deserving pupils from rural areas ;
- (d) Continuation and part time elementary education for the age-group of 11 to 14 ;
- (e) Vocational education for the children of rural areas in the age-group of 14 to 18 ;
- (f) Social education classes and libraries in rural areas ;
- (g) Gymnasias and recreational Centres for village youth and adults ;
- (h) Taluka and district sports ; and
- (i) Such other educational duties and functions vesting in the State Government as it may, from time to time, delegate.

These functions would be undertaken only if additional resources are available.

(3) Subject to the provisions of this Act and the rules made thereunder, and so far as its primary education fund will allow, the district school board shall perform the following duties and functions :—

- (a) To prepare Five Year Plans for the development of primary education and all other educational activities entrusted to it within the District and, with the approval of Government, to adopt all measures necessary to implement them

Without affecting the generality of the foregoing provision, a District School Board may, on its own motion and shall, if directed by Government prepare schemes for the expansion of primary education on a voluntary basis, for the introduction of compulsion, for improving the quality of primary education and for the expansion and improvement of all the other educational activities entrusted to it ;

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paragraph.

(b) To conduct an educational survey of the District on such lines as may be prescribed by Government from time to time and to revise it from year to year ;

(c) To maintain and aid an adequate number of primary schools and such other institutions as may be needed to satisfactorily discharge the educational responsibilities entrusted to it ;

(d) To maintain an adequate administrative, teaching and other staff required for the primary schools and other educational institutions under its control :

Provided that such members of the administrative staff as may be specified by Government in this behalf shall be the servants of the State Government.

Provided further that the previous sanction of the State Government shall be obtained for the schedule of staff of primary teachers to be employed by the District School Board :
and

Provided still further that, if the State Government is of opinion that the staff employed or proposed to be employed by a District School Board is excessive, it shall issue such directions to reduce the staff as it may deem fit and the District School Board shall give effect to such directions.

(e) To sanction the Schedules of staff required by the Taluka School Committees ;

(f) To maintain an adequate engineering establishment to guide the Taluka School Committees in the construction and maintenance of primary school buildings ;

(g) To publish an Annual Report on the progress of primary education and other educational activities in the District ;

(h) To carry on propaganda in the District for the expansion and improvement of education in general and primary education in particular ;

(i) To make regulations, with the approval of the Director of Education, for all matters connected with the administration of primary education and other educational activities entrusted

to the Board, for which provision is not made in the Act and the Rules. Such regulations shall not be inconsistent with the provisions of the Act and the Rules and the directions issued by Government ;

(j) To institute scholarships and prizes for helping girls and deserving poor boys to prosecute their studies in classes V—VII of primary schools and in the other educational activities of an equal or higher level entrusted to it ;

(k) To sanction the annual budget of the Primary Education Fund of the District and of the other educational activities entrusted to it ;

(l) To sanction all tenders for the supply of forms, stationery, furniture or equipment ;

(m) To sanction the budgets of the Taluka School Committees ;

(n) To sanction grants-in-aid to Taluka School Committees ;

(o) To give recognition and grant-in-aid to private primary schools in accordance with the Rules sanctioned by Government for the purpose ;

(p) To determine the fees to be charged in all primary schools and other educational institutions maintained by it :

Provided, however, that no fees shall be charged in Classes I—IV and for education which is compulsory, and provided further that no fees shall be charged in any primary school for the children of all parents who declare that they are unable to pay fees, for all girls, and for all children of the backward communities ;

(q) To accept donations and trusts for primary education and other educational activities entrusted to it ;

(r) To cause the work of the Taluka School Committees inspected annually and to give such directions on the results of the inspection as may be deemed necessary ;

(s) To supervise the activities of the School Committees of the non-authorized municipalities to ensure that each non-authorized municipality pays its contribution into the Primary

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Education Fund and to bring cases of default to the notice of the Divisional Deputy Director of Education to sanction the budgets of the Primary Education Fund of these municipalities, and generally to guide them to maintain and improve the primary schools within their areas ;

(t) To recommend to the Director such modifications in the curriculum as may seem necessary to suit local requirements ;

(u) To determine, with the approval of the Educational Inspector, the hours of instruction and the number and duration of vacations ;

(v) To determine the holidays to be given to educational institutions under its control ;

(w) To advise the Government generally on all matters in respect of primary education in the District and the other educational activities entrusted to it ; and

(x) To perform such other duties and to exercise such other powers as may, from time to time, be prescribed or delegated by Government.*

(XIV-32)

Transfer of Teachers.

214. We recommend the constitution of a Transfers Committee for each District School Board consisting of the Chairman of the Board, the Deputy Educational Inspector and the Administrative Officer

(XIV-335)

215. The transfers within the Taluka should be done by a Committee at the Taluka level consisting of (i) the Chairman of the Taluka School Committee (ii) The Assistant Administrative Officer of the Taluka and only the proposals of inter-Taluka transfers should be considered by the District Transfer Committee

(XIV-36)

216. The Research Bureau of the Office of the Director of Education should carry on investigations on this problem in a few selected districts and prepare a policy document on the basis of which it would possible for each District School Board to regulate the postings and transfers of teachers

[XIV-43(a)]

* Sections 17 and 18 which refer to authorized municipalities shall have to be amended in the light of the new section 13, *mutatis mutandis*.

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paragraph.

217. In the meanwhile, the Department should issue a revised set of instructions to all the District School Boards regarding the principles on which transfers of teachers may be regulated. The existing departmental instructions as well as the results of the investigation given in the report may be considered from this point of view. There is also practice in some countries under which a teacher is appointed to the smallest and most inconvenient villages when he is first appointed and is gradually promoted to posts in bigger places as he grows older in service. This is also a good suggestion which may be considered for adoption. We feel however that the Department should organise Divisional Seminars of Administrative Officers on this problem and the existing set of instructions should be finalised as a result of these seminars

[XIV·43(b)]

218. The Transfer Committees should meet monthly and decide on the transfers necessary. Every decision should be in accordance with the instructions issued ; and if it is necessary to make an exception in any case, the reasons for so doing should be placed on record in the proceedings. Emergency transfers between two meetings would be done by the Administrative Officer and would be placed before the next meeting for confirmation.

[XIV·43(c)]

219. In the annual inspections of District School Boards and Taluka School Committees, the proceedings of the Transfer Committee should be carefully examined and instructions to improve its working should be given in the Inspection Report ...

[XIV·43(d)]

220. We have a bad inheritance in the matter of transfers and officials and non-officials alike have come to look upon it as a part of personal patronage. This tradition has to be replaced by a system of impersonal rules and regulations which would give equal justice to all. It should be a special responsibility of the Department to bring about this transformation and the non-official members of the Boards must give it their full co-operation

[XIV·43(e)]

221. The primary teachers themselves must be taken into confidence and trained to look at the problem *collectively*, and not from the point of view of *individual convenience* as is being done at present.

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paragraph.

They must be made to realise that the needs of social justice demand that the good and the evil of the situation has to be shared alike by all and that it is in the ultimate interest of the teachers themselves that they help in creating and establishing an impersonal and just system in this field

[XIV·43(f)]

222. The Taluka School Committees shall function as the agents of the District School Board. They will have finally powers in some matters and in others, they shall submit recommendations to the District School Board. They shall also be bound to comply with the Act, Rules, directives of Government regulations made by the District School Boards and its general and special directives

(XIV·44)

Functions to be assigned at the Taluka Level.

223. Bombay Primary Education Act, 1947 should be suitably amended and statutory provision should be made for the constitution of Taluka School Committees and the powers and duties listed below should be assigned to them :—

(a) To assist the District School Board in conducting and revising Educational Surveys and in preparing and implementing Five-Year Plan for the development of primary education and all other educational activities entrusted to it;

(b) To provide adequate accomodation¹ and equipment for primary schools;

(c) To open, with the Sanction of District School Board, new primary schools in places where they are needed;

(d) To determine the exact location of primary schools;

(e) To supervise² the working of all primary schools and of such other educational institutions under the control of the District School Board as the Board may decide from time to time;

(f) To exercise such powers over the staff employed in primary schools and other educational institutions under the control of the District School Board as may be delegated to it from time to time³;

(g) To supervise the activities of the Village School Committees, to ensure that each Village Panchayat pays its contribution into the School

Fund and to bring cases of default to the notice of the Educational Inspector of the District and generally to guide them to maintain and improve the primary school or schools in their charge ;

(h) To be responsible for the enforcement of compulsory primary education ; and without prejudice to the generality of the foregoing provision ;

(i) to determine on the recommendation of the Assistant Administrative Officer, the distance measured according to the nearest road between an approved school and the residence of the child for the purposes of clause (c) of section 33, and

(ii) to grant, on the recommendation of the Assistant Administrative Officer, exemption from attending an approved school to a child who is receiving instruction otherwise than in an approved school ;

(i) To grant sanction to the changes in the dates of birth and the names of pupils attending primary schools ;

(j) To construct new buildings for primary schools and to carry out special repairs ;

(k) To sanction grants-in-aid to Village School Committees ;

(l) To advise the District School Board generally on all matters connected with primary education and other educational activities undertaken by the Board in the Taluka ;

(m) To carry on propoganda in the Taluka for the expansion and improvement of education in general and Primary Education in particular ; and

(n) To exercise such other powers and to perform such other duties as may be delegated to it by the District School Board from time to time.

Notes :—

1. The hiring of buildings for primary schools would, be sanctioned by the Taluka School Committees on the recommendation of the Assistant Administrative Officers and the amount of rent payable would have to be certified as reasonable by the authority to be specified by Government in this behalf. Similarly the construction of new buildings for primary schools will also have to be taken by the Taluka School Committees

2. We propose that the supervision of individual primary schools should be a special responsibility of Taluka School Committees in future.

3. In the interests of the efficiency of the administration, it would be desirable to delegate certain powers of the Administrative Officer and the District School Board to the Assistant Administrative Officer and the Taluka School Committee. (e.g., enquiries into complaints against the primary teachers which usually involve some disciplinary action at a later stage, should be made by the Assistant Administrative Officer. The Assistant Administrative Officer should be authorised to warn or fine the teachers, the amount of fine not exceeding Rs. 5. In cases of extreme emergency, the Assistant Administrative Officer should also be authorized, with the approval of the Chairman of the Taluka School Committee, to suspend a teacher. This delegation of power is necessary, not only for the purpose of reducing the burden of routine work which now almost crushes the Administrative Officer, but also to enable the Assistant Administrative Officer to supervise the primary schools in his charge satisfactorily and to maintain discipline among the staff employed in them.)

4. It should be a duty of the head-master of every Central School to submit a special Inspection Report on the working of the Village School Committees in his charge. The Assistant Administrative Officer also should personally inspect the working of such committees.

FUNCTIONS AT THE VILLAGE LEVEL.

Village School Committees.

224. (A) Village School Committees are not functioning satisfactorily in any part of the State. We recommend that they should be vitalized as early as possible by giving them financial and executive powers

(XIV.70)

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paragraph.

(B) The following is a tentative list of the important functions which are proposed for the Village School Committees :—

(a) To assist the Taluka School Committees and the District School Board in the preparation and implementation of plans for the development of primary education ;

(b) To provide adequate accommodation (hiring buildings with the sanction of Taluka School Committees) and equipment for primary schools ;

(c) To provide for the welfare of the children attending primary schools ;

(d) To carry out the current repairs of the school, and if directed by the Taluka School Committees, to carry out special repairs and to construct new buildings ;

(e) To exercise such supervision over the local primary school as may be prescribed under the Rules or may be directed by the District School Board by a general or special order ;

(f) To be responsible for the enforcement of compulsory attendance in the village in accordance with the Rules and Regulations and general or special directives of Government and the District School Board ;

(g) To be responsible for the administration of fee concessions in accordance with the Regulations framed for the purpose ; and subject to the funds at its disposal, to provide poor children with slates, books, clothes and other educational equipment ;

(h) To be responsible for the proper management of the School Fund ;

(i) To provide play-grounds and school gardens and to maintain them with the assistance of the pupils and the staff of the schools ;

(j) To make provision for drinking water and other necessary amenities required by school children ;

(k) To make provision, wherever possible for mid-day meals to poor and under-nourished children ;

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(l) To make provision for school uniforms ;

(m) To celebrate school functions and to organise excursions or other social and cultural programmes in accordance with the instructions that may be issued by Government or the District School Board from time to time ; and

(n) Generally to exercise such powers and perform such duties as the District School Board or the Taluka School Committees may delegate from time to time

(XIV-71)

225. The responsibility for supplying equipment to the local schools should be shared between the village and Taluka School Committees on the basis suggested by us in paragraph 74

(XIV-74)

226. The District School Boards may draw up a list of powers of supervision to be delegated to the village school committees. Some simple powers would be delegated necessarily to all the Village School Committees. The delegation of other powers should be left to the Taluka School Committees, who would authorise by a resolution, individual Village Committees, with specific powers. Larger powers of supervision should be given to more efficient Village Committees and a power delegated should also be withdrawn in cases of misuse

(XIV-77)

Constitution of the Village School Committee.

227. (a) A Village School Committee should consist of not less than 4 and not more than 8 persons who are above 21 years of age and who ordinarily reside in the Village ;

(b) the entire Committee should be elected by local Panchayat ;

(c) half the members of the Committee should be members of the panchayat ; and the remainder should be persons interested in education (not in the special sense defined in paragraph 6 of Chapter IX) ;

(d) there need be no educational qualifications prescribed for the members of the Village Panchayat to be elected on the Committee. But the other persons to be elected should have at least passed primary standard IV. If a person elected does not

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have this minimum qualification, his election to the Committee would be subject to the approval of the Taluka School Committee;

(e) as far as possible, every Committee should include a woman and/or a person of the backward classes;

(f) the jurisdiction of the Committee should be co-extensive with the Panchayat and shall include all schools within the area of the Panchayat;

(g) the Committee should elect its own Chairman; and

(h) the term of office of the Committee should be co-extensive with that of the Panchayat ... (XIV-83)

(i) The Head-Master of the Primary Schools will work as the Ex-Officio Secretary of the Village School Committees and this office, will be located in the buildings of the Primary Schools ... (XIV-106)

228. In villages where there are no Panchayats, the Taluka School Committees should be authorized to nominate the Village School Committee for a period of three years at a time ... (XIV-84)

229. If a Village School Committee fails to function properly inspite of efforts, the Taluka School Committee should manage the School Fund and exercise all the powers of the Village School Committee, either directly or through a nominated person or Committee ... (XIV-85)

230. In very backward areas, the Taluka School Committee should be authorised, with the previous sanction of the District School Boards, to suspend the constitution of the Village School Committees in any particular area and to exercise the powers of Village Committees, directly or through Central School Committee, the jurisdiction of such committees being co-extensive with all the schools under the control of the Head Master-cum-Supervisor of the Central School ... (XIV-85)

Taluka School Committee : Constitution.

231. The Taluka School Committee should consist of not less than 8 and not more than 12 members.

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232. Half the members should be elected by groups of village School Committees formed on the principles of contiguity and approximately equal in population (excluding municipal areas)	(XIV-87)
233. All village committees in a group may elect a member in the same way that is now adopted for electing the representatives of the non-authorized municipalities on the District School Boards ...	(XIV-88)
234. The other half of the members should be elected by the District Local Board. Of these one shall be a member elected from the taluka, one shall be a woman, one shall be a person representing the interests of backward classes, and the remaining shall be persons who shall be primarily interested in education as defined in Chapter IX, paragraph 6 ...	(XIV-89)
235. All members of the Taluka School Committee shall have passed at least primary standard VII examination. This restriction, however, may be relaxed in the case of women and persons of backward communities	(XIV-90)
236. The term of office of the Taluka School Committee would be four years. It will elect its own Chairman and Vice-Chairman	(XIV-91)
237. In Vidarbha, half of the members will be elected by Janapadas, if they continue (in lieu of District School Boards)	(XIV-92)
<i>District School Boards : Composition.</i>	
238. The system of nominations that now exists should be abolished and all members of the District School Boards should be elected	(XIV-93)
239. The Chairman of every Taluka School Committee should be an <i>ex-officio</i> member of the District School Board	(XIV-94)
240. In addition to these, the District Local Board should elect not less than seven and not more than ten members of whom one shall be a woman, and one to three shall be persons belonging to the backward communities and the remaining shall be persons interested in education as defined in Chapter IX	(XIV-94)

Recommendation.	Chapter and paragraph.
These members to be elected by a District Local Board may or may not be the members of the electing Local Board	(XIV-98)
241. The total number of members of a District School Board as well as the details of its composition shall be as prescribed by Government ...	(XIV-94)
242. (a) Provision should be made of a statutory standing committee of not less than seven and not more than ten persons to be elected by a District School Board.	
(b) The standing committee should consist of the Chairman and the Vice-Chairman (Ex-Officio), at least two persons interested in education, and three to six other persons elected by the District School Board.	
(c) It should be given large powers and meet every month, while the District School Board as a whole should meet only once a quarter ...	(XIV-95)
243. In Vidarbha, each Tahsil School committee shall elect not less than two and not more than four members, as may be prescribed by Government, on the basis of the population of the District ...	(XIV-96)

Representation of the Non-authorized Municipalities.

244. We suggest that one or two seats may be reserved for the representatives of the non-authorized municipalities. If the number of such municipalities in a district is four or less, one seat should be reserved for them and two seats should be reserved in the other cases	(XIV-97)
245. Regarding the representation of these municipalities, the existing practice of electing their representatives may be continued. Or these seats would be held for one year only by the Chairman of the School Committees of the non-authorized municipalities in the district in rotation, the committees being authorized to send their representatives in strict alphabetical order. Our own view is that this method of representation in rotation is better than the existing method of elections ...	(XIV-97)

Recommendation.

Chapter and
paragraph.*Transitional Arrangements.*

246. Immediately after the new Primary Education Act is passed and brought into force, steps should be taken to constitute the Taluka School Committees in all parts of the State (XIV·99)
247. As Village School Committees would be able to elect their representative (according to recommendation number 231), they should be nominated by Government. The term of office of these Committees should be three years (XIV·99)
248. The District School Boards should begin to function without much delay after the Taluka School Committees are brought into existence.
249. In Villages where the Panchayats exist the Village School Committees should be elected. Where the Panchayats do not exist, Committees should be nominated by Taluka School Committees.
250. At the end of three years regular election under the new Act should be held. The Taluka School Committees would then be elected from below and the Administrative pattern proposed by us would begin to function in its proper form ... (XIV·99)
251. For the Taluka School Committee an Office consisting of one Assistant Administrative Officer, two clerks and two peons would be necessary ... (XIV·100)
252. Some of the best Assistant Deputy Educational Inspectors should be selected and transferred as Assistant Administrative Officers (XIV·100)
253. The Assistant Administrative Officer should be paid a Special Allowance of Rs. 30 per month.
254. There is no need to maintain the existing number of Assistant Deputy Educational Inspectors in view of this new pattern of administration, and we, therefore, recommend that the vacancies created by the transfer of the Assistant Deputy Educational Inspectors as Assistant Administrative Officers should not be filled (XIV·100)

ADMINISTRATION OF PRIMARY EDUCATION IN RURAL
AREA.

Grant-in-aid.

255. The grant-in-aid system that now prevails in the area of the old Bombay State is the best, inspite of all its deficiencies. We, therefore, recommend that this system of grant-in-aid, be extended to the area of the State as a whole with certain modifications which are very similar to those (which we have made in chapter X in the case of authorised municipalities)

(XV·43)

256. We propose that the grants payable to the District School Boards should consist of the following three parts :—

(a) A grant-in-aid, assessed and payable on a hundred per cent. basis, on the expenditure incurred during the preceding year on the sanctioned staff of primary teachers (this will not include special teachers) and on the grant-in-aid paid to private primary schools in the area subject to the control of the District School Boards ;

(b) A capitation grant on the average attendance of pupils enrolled in all recognised primary schools, public or private, with in the area subject to the jurisdiction of the District School Boards (excluding areas included within the limits of the non-authorized municipalities) ; and

(c) A special grant to be given on account of poverty and backwardness to districts needing such help

(XV·44)

257. All authority in respect of all expenditure on items other than salaries, allowances etc. of the primary teachers and the payment of grants-in-aid to private primary schools, should be vested in the District School Boards and the Government Grant-in-aid on this account should be restricted to the flat-rate capitation grant

(XV·45)

258. The residuary financial responsibility will rest on the District School Boards

(XV·46)

Recommendation.

Transformation to the New Pattern.

259. Our suggestions in this respect are as follows :—

(a) The year 1958-59 should be regarded as the last year under the old system and the new pattern should come into force everywhere from 1959-60.

(b) The total expenditure of District School Boards in 1958-59 should then be divided into two parts—

(1) Salaries and allowances of teachers and grant-in-aid to private primary schools; and

(2) All other expenditure.

(c) The rate of capitation grant should be worked out as follows :—

(i) Calculate the 'other expenditure' as defined in (b) above, for 1958-59. In the alternative, an average of the last three years may be taken.

(ii) Take the average for the last three years of the receipts from the Local Fund Cess. An alternative basis would be to take the demand only into consideration, irrespective of the calculation from year to year.

(iii) Calculate the average attendance of children in all primary schools—both public and private—for 1958-59. Here also the average of the last three years would be better. The children attending the primary schools within the limits of authorised municipalities should be excluded.

(iv) Then the rate of capitation grant would be equal to—

“The other expenditure” under c(i) minus the receipts from the Local Fund Cess as under c(ii); divided by the average attendance of children as worked out in c(iii).

This should be increased to the nearest 10 n.P.

(d) The grant for 1959-60 would then be as follows :—

(i) A grant of 100 per cent. on all expenditure incurred on the sanctioned staff of primary

Recommendation.

Chapter and
paragraph.

teachers and the grant-in-aid to private primary schools in the area of the District School Board ;

(ii) A capitation grant at the rate fixed under (c) multiplied by an average attendance of all pupils in public and private schools within the area of the Board but excluding those within the limits of non-authorized municipalities during 1958-59 ; and

(iii) A special grant for poor and backward areas, if any

(XV·47)

Existing Balances.

260. We recommend that a directive should be issued under section 54 of the Bombay Primary Education Act, 1947, to the effect that (a) the accumulated balances of the District School Boards as on 1st April 1959 shall be earmarked for the construction of primary school buildings and (b) they shall not be spent without prior approval of the Director of Education

(XV·50)

Contributions of Non-Authorised Municipalities.

261. Regarding the contributions from non-authorized municipalities we make the following proposals :—

(1) No arrears of contributions should be written off ;

(2) If the assessment of the contributions is heavy, they should be reassessed ;

(3) If the total amount of contributions in arrears is very heavy, suitable instalments may be given ;

(4) It would be desirable if Government gives an advance to each non-authorized municipalities equal to the amount of contribution in arrears and clear off the account of contributions till the end of 1958-59 within the year 1959-60 itself. Government may then recover its own advance in suitable instalments

(XV·51)

262. The following recommendations made by us with reference to the authorized municipalities

Recommendation.

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paragraph.

will also apply to the District School Boards *mutatis mutandis* :—

No. of recommen- dations.	Subject.
(a) 145 151	Appointment of Special Officer. The same Officer will do the work of fixing grants of District School Boards and devising new account procedures and forms.
(b) 150 ...	Sanctioning of additional teachers. We suggest that the proposal for additional teachers for rural areas should be made separately and should also be sanctioned separately by the legislature. Teachers sanctioned for rural areas should not be transferred to urban areas.
(c) 153 ...	The rate of capitation grant.
(d) 155 ...	Fees.

The Construction of Primary School Buildings.

263. We propose that the loans and grants which are now being sanctioned by Government through the District Primary School Building Committees should, in future, be sanctioned direct to the District School Boards

(XV-55)

264. (According to our proposal explained in a later Chapter) the District School Board will exercise powers and perform duties in respect of construction of primary school buildings as follows :—

(1) It will maintain the necessary staff of an Engineer and some assistants to prepare plans and estimates for construction of new buildings and for special repairs. Service of this staff would be made available to Taluka School Committees whenever necessary.

(2) The actual construction of school buildings as well as the execution of special repairs would be a responsibility of the Taluka School Committees. The only exception to this general principle would be the buildings of the Central Schools and other buildings whose execution may be

Recommendation.

Chapter and
paragraph.

entrusted to the District School Boards on the request of Taluka School Committees. They would, however, be required to submit their proposals to the District School Board for approval in all cases in which they expect a grant-in-aid from the Board. Even when the Taluka Committee is prepared to execute the work at its own cost, the approval of the District School Board should be required for all original works costing more than Rs. 10,000 and for all special repairs costing more than Rs. 5,000.

(3) The District School Board will supervise the construction of new buildings and the execution of current and special repairs by the Taluka and Village School Committees who will be responsible to satisfy the Board that the buildings of the primary schools are being maintained in a good condition.

(4) It would sanction grants from its own funds to the Taluka School Committees in accordance with the rules framed for this purpose ...

(XV-54)

Establishment Charges.

265. Only the peons and other Class IV servants in their offices or schools will be appointed, paid for and controlled by the Taluka School Committees (for other staff vide recommendations numbers 201 to 207)

(XV-55)

266. It will be absolutely necessary for every District School Board to maintain at least one Engineer of the status of Deputy Engineer of the Public Works Department and to place him in charge of all the works connected with the construction and maintenance of primary school buildings in the district. He should be given the necessary staff and expenditure on this establishment should be so controlled that it does not ordinarily exceed 7½ per cent. of the total expenditure in the District on the construction and maintenance of buildings

(XV-55)

Grant to Taluka School Committees.

267. 75 per cent. of the capitation grant received by the District School Boards should be distributed

Recommendation.	Chapter and paragraph.
to the Taluka School Committees on the same basis, i.e., on the average attendance of pupils in all primary schools,—public and private, within the limits of municipalities	(XV-56)
268. The District School Boards are also expected to give grant-in-aid to Taluka School Committees for the construction of primary school buildings and other non-recurring purposes	(XV-56)

The Local Fund Cess.

269. We propose that the Local Fund Cess which is now levied at a minimum rate of 3 annas on every rupee of the land revenue in the area of the Old Bombay State should be increased to 4 annas and that proceeds from the additional cess of one anna should be made available to each Taluka Committee for expenditure on primary education (XV-59)

270. No time should be wasted in introducing this healthy reform and we recommend that the Local Fund Cess should be raised from a minimum of three annas to a minimum of 4 annas *simultaneously in all parts of the State* (XV-59)

271. (When there will be a common Panchayat Law for the State as a whole), there would be no need to make any distinction between Vidarbha and the areas of the Old Bombay State in this regard (XV-60)

272. As regards Saurashtra, where incidence of land revenue is reported to be high, our needs would be satisfied if an amount equivalent to the levy of one anna Cess on the land revenue is made available annually to every Taluka School Committee in Saurashtra (XV-61)

273. In Kutch (where the Local Fund Cess is reported to be levied at the rate of 1 anna only), the problem may be examined by Government on merits and some adjustment that may be necessary in view of the Local conditions may be made.

274. We would, however, like to insist that right from the beginning the District School Board in Kutch should be given resources equivalent to the

Recommendation.

Chapter and
paragraph

levy of Cess of 15 pies and that Taluka School Committees must be given resources equal to the levy of a cess of one anna.

275. If it is not possible to impose this cess all at once, grant-in-aid of the same amount may be made by Government as a transitional measure, until the levy of the cess becomes possible ...

(XV-62)

Direct Expenditure by Taluka School Committees.

276. Major responsibilities of the Taluka School Committees will be—

(i) To provide new buildings for primary schools and to carry out special repairs with the help of the Engineering staff maintained by the District School Board as well as of the Village School Committees whenever possible and necessary

[XV-65(a)]

(ii) to provide minimum as well as major equipment required for primary schools ...

[XV-65(b)]

(iii) Development of all central schools into first rate educational institutions

[XV-65(c)]

(iv) Encouragement of education to girls ...

[XV-65(d)]

(v) Institution of scholarships and prizes to encourage intelligent children from rural areas who cannot, on financial grounds, prosecute their studies beyond Class IV

[XV-65(e)]

277. (a) We feel that the system of Government Middle School Scholarship Examination should be discontinued and the funds now spent for the purpose should be transferred to the Taluka School Committees as grant-in-aid through the District School Boards.

(b) The Committees themselves should then be asked to hold a competitive examination at the end of Class IV and award scholarships as suggested.

(c) The additional funds required for this purpose should be provided by the Taluka School Committees from their own revenues

(XV-65)

278. The Taluka School Committee would give the Village School Committee two types of grants—

(a) Proportional Grants, (b) Supplementary Grants :

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paragraph.

Proportional grant would be given at a certain percentage of the voluntary contributions raised locally, according the procedure explained in paragraph 66.

If it is found that the income from contribution of the Village Panchayat and fees is not equal to meet the expenditure on the provision and maintenance of building and play-ground for the local school in a particular village, the Taluka School Committee should give it a supplementary grant and make up the deficit

(XV-67)

Financial Arrangements at the Village Level.

279. We propose that every Village Panchayat should be required to make the minimum statutory contribution for the support of the local primary school or schools

(XV-69)

280. The rate of this contribution should be as follows :—

Rate.	Total annual income of the Panchayat (exclusive of Government Grant).
2 per cent. ...	Less than Rs. 5,000.
3 per cent. ...	More than Rs. 5,000 but less than Rs. 10,000.
4 per cent. ...	Rs. 10,000 and more

(XV-69)

Voluntary Local Contribution.

281. We recommend very strongly that the following proposals of the Bhise Committee in this respect should be accepted without delay :—

(a) The scheme of the School Chest should be adopted forthwith ;

(b) Every Village School Committee should be authorised to collect money for the local school ;

(c) A certain per centage of the produce of the pupils in the local school should also be earmarked for local expenses and handed over to the school Chest ; and

(d) The whole amount thus collected should be available for expenditure in connection with certain specified items connected with the local school.

(XV-70-71)

Recommendation.	Chapter and paragraph.
282. The staff and the students of primary schools should be encouraged to collect funds for the Local schools, either by way of donations or contributions or through their own curricular or extra-curricular activities. The amounts thus collected should be credited into the fund of the school and to be held eligible for the grant-in-aid for the Taluka School Committees	(XV-71)
283. All earnings of school from the school-farm or the school-craft, after payment has been made to the pupils in accordance with the rules should be credited into the school fund and should be available for expenditure on the local school	(XV-73)
284. Fifty per cent. of the income from the fees in the local school be at the disposal of the Village School Committee for expenses in connection with the improvement of the school	(XV-72)
<i>Expenditure by Village School Committees.</i>	
285. Every village School Committee should be under the obligation to provide all the amount required for the current repairs of the local school (if the building is owned by the District School Board) and for its contingent expenditure fixed on such principles as will be laid down from time to time by the District School Board.	
If the building is to be hired, the rent of the building also should be an obligatory responsibility of the Village School Committee	(XV-74)
286. The second responsibility of the Village School Committee is to provide funds for the cultural and welfare activities of the students attending the local school	(XV-75)
287. The expenditure from this account should be met from—	
(a) voluntary contributions (vide recommendation 282),	
(b) all income from the school-farm or school-craft,	
(c) other miscellaneous income of the School Committee, and	
(d) proportionate grants received from the Taluka School Committee	(XV-75)

<i>Recommendation.</i>	<i>Chapter and paragraph.</i>
288. It should be the special responsibility of the staff of the School and of the officers of the District School Board and the Education Department to see that an adequate response is forthcoming for this purpose in every village	(XV-75)

School Funds.

289. It will be necessary for the Taluka School Committee to maintain Taluka primary education funds. The officers of Government would audit them.

290. The Village School Committees also will have to maintain school funds of their own. Arrangements for their audit will have to be made by the District School Boards	(XV-76)
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Financial Implications.

291. The proposals made by us do not increase future financial liability of Government in any way and they simplify the existing procedures to a very great extent. We, therefore, recommend that our proposals should be adopted as early as possible ...	(XV-77)
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New Legislation for Primary Education.

292. We recommend that a new and comprehensive law should be passed for primary education incorporating such of our recommendations as may be approved by Government and that it should be extended to all the areas of the State. The basis of this law should be the Bombay P. E. Act, 1947 ..	(XVI-14)
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Supervision and Inspection.

293. When local bodies are associated with the administration of primary education, the powers of supervision and inspection cannot be combined, either in Government or in Local Bodies, and the only practical solution of the problem is to divide the authority between them in some suitable fashion	(XVI-19)
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294. The authority to inspect every school at least once a year, to pay visits to it as and when necessary, and to evaluate the work of every teacher annually through the preparation of confidential

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paragraph.

report on his work are so intimately connected with the administration of primary schools and the control of the cadre of the primary teachers that it would be desirable to entrust them to a single agency

(XVI-25)

295. We, therefore, recommend that—

(a) the Inspecting Officers of the Department should not be required to inspect every primary school and to write a confidential report on the work of every primary teacher ;

(b) These functions are closely allied to the administrative powers vested in the local bodies and the Administrative Officer and they should, therefore, be transferred to a cadre of Government Officers who would work directly under the Administrative Officer ;

(c) This cadre would consist of Assistant Administrative Officers whose posts would have to be increased still further so as to place one Assistant Administrative Officer in charge of each Taluka and of a new category of posts designated as 'Head-Masters-cum-Supervisors'

(XVI-25)

Basic Unit of Educational Development.

296. We recommend that the fundamental concept of the Bhise Committee (grouping of villages in such a way that each group would have a Central School and a number of other small villages varying from ten to twenty within a distance of three to five miles from the Central School), should be adopted by Government immediately, and that an intensive programme for the creation of Central Schools and for their development as model schools, as community centres and as administrative units be organised as early as possible

(XVI-33)

Head-Masters-cum-Supervisors.

297. Once these Central Schools are organised, we recommend that their Head Masters (to be designated as Head Masters-cum-Supervisors), should be immediately associated with the integrated machinery for administration, inspection and enforcement of compulsory attendance

(XVI-34)

298. From this point of view, we make the following proposals :—

(1) These Head-Masters should be the servants of Government.

(2) A certain percentage of the posts of these Head Masters should be reserved for trained graduates (this percentage should be between 15 and 25). The remaining posts should be given to efficient primary teachers selected on the basis of merit.

(3) No Head-Master of the Central school should be required to do any teaching work. He would only supervise its working and he shall remain at the Headquarters for three days in a week and shall go out for inspection and visits for another three days.

(4) Each Head-Master shall be given a conveyance allowance of Rs. 20 to 30 per month depending upon the size of his group.

(5) He shall exercise all the powers and perform all the duties of the Attendance Officers and the Assistant Deputy Educational Inspectors in his beat.

(6) He shall be directly subordinate to the Assistant Administrative Officer of his Taluka.

(7) His post would be transferrable from district to district, although such transfers would be rare and exceptional.

(8) He shall be expected to visit every school in his group at least once in two months. In other words, he would visit each school at least four times a year and inspect it once in each term.

(9) He may also be given some powers of the Assistant Administrative Officers such as writing off useless articles of equipment of a certain value etc.

(10) He shall also be responsible for maintaining good public relations in his group and for organising educative propaganda. He should also help in organising and developing the Village School Committees in his group.

(11) He will sanction the casual leave of all the Head-Masters in his group. He may also be given the authority to transfer teachers within his group

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paragrah.

in an emergency e.g. when the teacher of a single-teacher school proceeds suddenly on a longish leave, etc.

(12) The powers and duties described above are in addition to the work which the Bhise Committee has assigned to him in connection with (1) the development of his own school as a model institution, (2) the administration of the schools in his group, and (3) the improvement of the other schools in his group.

Superintendence by the Education Department.

299. It should be considered to be the duty of every Divisional Deputy Director of Education to inspect the office of every District School Board once a year (XVI:37)

300. It should be the duty of every Educational Inspector to annually inspect the office of every Taluka School Committee in his charge (XVII:37)

301. Regular reports of these inspections should be written and discussed with the Local Bodies concerned (XVI:37)

302. The reports on the Taluka School Committees and on the Central Schools should be considered both by the District School Board and by the Divisional Deputy Director of Education who shall see that prompt steps are taken to rectify the irregularities pointed out (XVI:37)

303. The reports on the District School Boards should be considered by the Director of Education and the State Government who would be responsible to see that prompt steps are taken to rectify the irregularities pointed out (XVI:37)

304. These inspection reports should be both educational and administrative (on the lines suggested in paragraph 38 of Chapter XVI) (XVI:39)

305. Adequate staff should be given to the Divisional Deputy Director of Education and to the District Educational Inspectors to enable them to carry out their responsibilities in this behalf adequately (XVI:40)

- | Recommendation. | Chapter and
paragraph. |
|--|---------------------------|
| 306. There should also be a small unit in the office of the Director of Education himself and under the direct control of the Joint Director of Education for Primary Education for the purpose of taking adequate and prompt action on the inspection reports of the Local Bodies ... | (XVI:40) |
| 307. The Officers of the Department should select five or ten per cent. of the primary schools in every District at random and inspect them in addition to all the Central Schools. Detailed reports on the inspection of all schools should be sent individually to the District School Boards concerned | (XVI:41) |
| 308. It should also be the duty of every Educational Inspector to draw up a general report pointing out the common deficiencies discovered in this inspection and making suggestions for improvement. This Educational report should form an integral part of the annual inspection reports on the District Schools Boards and Taluka School Committees | (XVI:41) |
| <i>Implementation of the Recommendations of the Department.</i> | |
| 309. The most effective way of implementation is to discuss the inspection report with the Local Bodies concerned as suggested in recommendation No. 301. In most cases an agreed solution would be reached. When differences cannot be bridged the matter should go to the higher authority | (XVI:42) |
| 310. The Department of Government has adequate powers of control under the various sections of the Bombay Primary Education Act, 1947 (Sections 49-56). When default becomes persistent and all persuasion fails Government should not hesitate to take drastic action under these provisions against the local bodies concerned ... | (XVI:42) |
| 311. (a) With regard to the minimum statutory contributions to be paid by all District Local Boards, Municipalities and Village Panchayats which are often not paid in time or in full or not paid at all, we recommend that a special section on | |

Recommendation	Chapter and paragraph.
the lines of section 53 (b) of the Bombay Primary Education Act, 1947 should be incorporated in the new Act	(XVI-43)
311. (b) When the District Local Board or a Municipality makes a default in the payment of its contribution the Educational Inspector of the District should bring this fact to the notice of the Commissioner of the Division through the Divisional Deputy Director of Education and the Commissioner should then take the necessary action after calling for the explanation from the municipality of the District Local Board.	
311. (c) In the case of Village Panchayats the authority to direct payment should be vested in the Collector of the District. Default should be reported by the Taluka School Committee through the Chairman of the District School Board. The Collector should then take the necessary action after calling for the explanation of the Panchayat ...	(XVI-42)
312. We suggest that the following measures should be adopted to minimise the possible dangers in the scheme of Head Master-cum-Supervisors :—	
(i) Great care should be taken to select the Head Master-cum-Supervisor. The selection should be based on the combined consideration of seniority and merit. The Department should set-up a suitable machinery for this selection.	
(ii) A short orientation course should be arranged for all these Headmasters, when the scheme is to be implemented.	
(iii) Close and continuous guidance by the Inspecting Officer of the Department, as well as the Assistant Administrative Officers is necessary in the initial stages of the scheme.	
(iv) It should be the special responsibility of the District School boards to see that these Central Schools are properly staffed and the Taluka Schools Committees should take equal care to equip them adequately	(XVI-43)
<i>Financial Implications.</i>	
313. Additional teachers should only be provided to those Central Schools where the total enrolment is less than 200. (Schools with 200 or more pupils are already provided with an additional teacher.)	[XVI-44(2)]

- | Recommendation. | Chapter and
paragraph. |
|--|---------------------------|
| <p>314. (a) Every educational Inspector should be allowed to have a sufficient number of Assistant Deputy Educational Inspectors for inspection of schools as suggested in the recommendation number 307. He should also have additional Assistant Deputies for physical education, for girls' schools, for Urdu and other linguistic minority schools and secondary schools. The remaining posts should be retrenched. (<i>vide</i> No. 254)</p> | [XVI-44(4)] |
| <p>(b) No Assistant Deputy should be deprived of his job because of this retrenchment. Those who are surplus may be posted as Headmaster-cum Supervisors. The trained primary teachers promoted as Assistant Deputies would be specially suitable for this purpose. They would continue to draw their own scale of pay even in the new appointment</p> | [XVI-44(4)] |
| <i>Private Enterprise in Primary Education.</i> | |
| <p>315. There should be no distinction between the scales of pay and allowances of teachers in private and public primary schools</p> | (XVII-23) |
| <p>316. (a) The institution of a provident fund should be made obligatory for all private primary schools. No recognition or aid should be given to a school unless this condition also is fulfilled.</p> | |
| <p>(b) The scheme that has been now introduced for the teachers in private secondary schools and training colleges should, in our opinion, be extended to the teachers in private primary schools also</p> | (XVII-24) |
| <p>317. The existing grant-in-aid rules for primary schools should be amended on the lines of the Grant-in-aid Code for secondary schools and that the basic principles which may be adopted by Government from time to time to provide decent remuneration, adequate old-age provision, reasonable service conditions and security of tenure to teachers in private secondary schools should also be extended, <i>mutatis-mutandis</i>, to teachers in private primary schools</p> | (XVII-25) |
| <i>Proprietary Schools.</i> | |
| <p>318. In future, no recognition or aid should be given to a private primary school which is not conducted by a registered society or public trust.</p> | |

Recommendation.	Chapter and paragraph.
319. The existing proprietary schools should be given a notice that they would receive no grant-in-aid unless they transfer their schools to duly registered societies or trusts within a given time and strict action should be taken against all defaulters ...	(XVII-26)
320. The only exception to the above rule would be the case of a single-teacher school conducted by the teacher in charge as the manager-cum-proprietor.	(XVII-26)
<i>Grant-in-aid.</i>	
321. Theoretically, the amount of grant-in-aid to a private primary school can even be equivalent to the cost per pupil in public primary schools in the locality multiplied by the number of pupils attending the private school <i>minus</i> the income from fees, if any. Subject to this ceiling, as large a grant-in-aid as is necessary should always be given, provided that the above conditions regarding staff are fulfilled and a satisfactory standard of instruction is maintained	(XVII-27)
<i>Private Primary Schools which charge Fees.</i>	
322. No grant-in-aid should be given to any private primary school in which the rates of fees charged are such that the total income from fees per pupil in average attendance <i>exceeds</i> the cost per pupil in the public primary school of the locality ...	(XVII-28)
323. The system of <i>salary grants</i> should be adopted for those schools which charge fees and which do not get ruled out for grant-in-aid, as above	(XVII-28)
324. The number of teachers would be approved by the authority sanctioning the grant-in-aid and they must be paid at the same rates which are given to teachers in public primary schools ...	(XVII-28)
325. The grant-in-aid payable to any school, would be equal to three-fourths of the total amount of the salaries and allowances paid to the sanctioned staff of teachers at the rates prescribed for teachers in public primary schools <i>minus</i> half the total income from fees	(XVII-28)

*Free Primary Schools conducted by Private
Enterprise.*

326. Now that the State has assumed the entire responsibility for the primary education of every child—poor or rich—and primary education has also been elevated from an “object of charity” to the “fundamental birth-right of every child” private enterprise is no longer bound to provide free primary education.

The general presumption should therefore be that every private primary school is a fee-charging school and shall receive aid on the basis recommended above. If the management decides not to levy fees—which it has the fullest freedom to decide—it should be required to meet the deficit by donations, contributions and other resources ...

(XVII-29)

327. This general presumption will have the following exceptions :—

(a) When the private primary school is situated in a place where free primary schools conducted by the Government or local body also exist, the management of the school will have to satisfy the authority sanctioning the grant-in-aid that it is situated in an area inhabited by the poorer section of the community, or that it meets the requirements of the backward classes, or that there are other valid reasons for conducting it as a free school. It is only when the sanctioning authority is satisfied on these issues that the School would be aided as a “free primary school”.

(b) The management of schools conducted by all minorities, religious or linguistic should have full freedom to decide whether they shall or shall not charge fees. Whatever their decision may be it should be accepted without question and the school should be aided accordingly. [i.e., if they are free, they should be aided under (d) below otherwise under recommendations Nos. 322-325].

(c) When a private school happens to be the only school in the locality, it should not be allowed to levy fees, and its management should not be left to a religious body like a mission.

Recommendation.	Chapter and paragraph.
(d) All such free schools should be given grants-in-aid equal to the entire deficit of the school, subject to the ceiling that the grant-in-aid per capita should not be greater than the average expenditure per pupil in the schools of the Local Body in the locality	(XVII-29)
<i>Experimental Schools.</i>	
328. It should be the policy of the State and the Local Bodies to give as much encouragement as possible to institutions and educationists of standing and repute to arrange experiments for the improvement of primary education	(XVII-30)
329. Each such case should be considered on its own merits	(XVII-30)
330. The grant-in-aid should be equal to the actual cost. At the very minimum, these schools may be treated as free primary schools	(XVII-30)
331. Experimental schools in rural areas, should be given, not only a grant-in-aid on the basis proposed but some additional grants also, if necessary	(XVII-30)
332. A special rule should be introduced in the new Grant-in-Aid Code under which grant-in-aid up to hundred per cent. of the approved expenditure may be given to sanctioned project of experimental primary schools conducted by educationists or associations of standing and repute	(XVII-30)
<i>Existing Rules of Grant-in-aid.</i>	
333. The existing basis of grant-in-aid for private primary schools in Bombay is extremely unsuitable and we recommend that it should be abandoned ...	(XVII-31)
334. Experience in all parts of India has shown that the basis of salary grant is probably the best basis for grants-in-aid to private enterprise because it secures a good remuneration to the teachers. We, therefore, propose that the same basis may be adopted for the State as whole	(XVII-31)
335. We however, suggest the following changes while extending the principle of salary grants to all parts of the State :—	
(1) The grant-in-aid should be at the rate of three-fourths of the salaries and allowances of	

Recommendation.

Chapter and
paragraph.

teachers and not at the rate of two-thirds as laid down at present in Marathwada.

(2) No standard rates of fees should be prescribed because conditions vary from area to area and because the rates of fees will also depend upon the class of society to which the school caters.

(3) We are also suggesting that only half the income from fees should be taken into consideration while fixing the grant-in-aid (XVII-31)

336. The Marathwada rules provide for security of tenure to the teachers, for their representatives on the managing committees of the schools, for certain privileges such as leave etc., and for the compulsory institution of a provident fund. These are very welcome features and we recommend that they should be made applicable to all the private primary schools in the State with certain modifications (XVII-31)

337. We also feel that the Marathwada system of quarterly grants should be adopted every where ... (XVII-31)

338. There should be one agency in every area for the administration of primary schools—public and private—so that all problems of overlapping and unhealthy education competition can be dealt with satisfactorily. We, therefore, feel that the system in Bombay under which the responsibility of giving grant-in-aid to private primary schools is primarily placed upon the local bodies is sound and should be extended to all the areas of the State. (XVII-31)

Revision of the Existing Code.

339. We recommend that the suggestions made by us in paragraphs 23, 24, 25, 26, 27, and 28 should be incorporated in the proposed Grant-in-Aid Code of all Municipal Corporations (*vide* Chapters VI and VII) with such modifications as may be necessary to suit local conditions. We also suggest that our proposals in paragraphs 29 and 30 regarding the free primary schools and experimental schools should be included in these Grant-in-Aid-Codes, subject to the proviso that permission to conduct free primary schools should be given to private enterprise in very exceptional circumstances only (XVII-32)

Recommendation.

Chapter and
paragraph.

340. We also recommend that new Grant-in-Aid Rules should be framed under the proposed Primary Education Act for controlling and aiding private primary schools in all parts of the State, excluding the areas under the four Corporations. All the recommendations made by us so far in this Chapter (Nos. 315—338) should be included in this Code ...

(XVII-32)

341. Provisions in the Grant-in-aid rules should also be made for building loans and grants. Fee charging schools should be given loans only; but the term of repayment should be long and the rate of interest should be low. Free primary schools should be given building grant at 60 per cent. of the actual or estimated cost, whichever is less. The total amount of building loan or grant should be subject to a ceiling, the amount of which may be fixed with reference to local conditions

(XVII-32)

*The Role of Private Enterprise in the
Primary Education.*

342. In our opinion it is essentially the freedom of democratic life that the family, and not the State, shall have a prior right in deciding the type of education that its children should receive. Consequently, private enterprise will always exist in a democratic system of education and it would be a wise policy to incorporate it suitably in the national system of education.

It would, however, be a grave error to place too much of a reliance on it and to think that it can make a material contribution to the expansion of primary education. The greatest contribution that it can make is a qualitative contribution to the development programme of the State by conducting experiments, researches and pilot projects ...

(XVII-33)

*Transfer of Public Primary Schools to Private
Management.*

343. The present procedure regarding the transfer of public schools to private institutions for management is good and we recommend that it should continue. We however, suggest that a very sympathetic and liberal policy should be adopted in this

Recommendation.	Chapter and paragraph.
respect and that every facility should be given to managements of private training institutions or good secondary schools in rural areas to take over the management of local primary schools on these lines.	(XVII-33)
344. Such a transfer should make no difference in the status quo, with regard to the levy of fees ...	(XVII-33)
345. The grant-in-aid to schools so transferred should be on the basis we have recommended for free primary schools. [Vide recommendations 327(d)] ...	(XVII-33).
<i>Other Educational Activities.</i>	
346. We feel that the educational development needed in rural areas cannot be secured at all unless a bold initiative is taken by the local bodies in that behalf	(XVIII-6)
347. We are strongly of the opinion (therefore) that the educational functions of local bodies should not be restricted to primary education ...	(XVIII-9)
348. We suggest that the District Local Boards should be permitted to undertake the following activities on an optional basis :—	
(a) Pre-primary education ;	
(b) Secondary education ;	
(c) Hostels for poor and deserving pupils from rural areas ;	
(d) Continuation and part-time elementary education for the children in the age-group of 11-14 ;	
(e) Vocational education for the children of rural areas in the age-group 14-18 ;	
(f) Social Education classes and Libraries in rural areas ;	
(g) Gymnasias and recreational centres for Village Youth and Adults ; and	
(h) Taluka and District sports	(XVIII-10)
349. The District School Boards should be permitted to conduct pre-primary classes in rural areas in general and in the areas inhabited by the aboriginal and hill tribes in particular. They should also be permitted to give grant-in-aid to private pre-primary classes in accordance with the rules framed for the purpose by the State Government	(XVIII-11)

Recommendation.	Chapter and paragrapn.
350. The District Local Boards should be made definitely responsible for the proper development of secondary education in rural areas	(XVIII-15)
351. With this object in view they may—	
(a) Conduct secondary schools providing for <i>diversified</i> courses in such places in rural areas where private enterprise is not available; and	
(b) give <i>non-recurring</i> grant-in-aid or loans to existing secondary schools in rural areas for construction of school buildings, staff quarters, purchase of equipment, starting of <i>d</i> iversified courses, etc.	(XVIII-15)
352. The District Local Boards should introduce a large number of High School Scholarships (on the broad principles of the High School Scholarsh'ps awarded by Government at present) for poor and deserving children from the rural areas. The Scholarships should be given on the basis of the P. S. C. Examination	(XVIII-15)
353. The activities of the District Local Boards in respect of hostel facilities should take the following forms :—	
(1) To conduct hostels under the direct control of the District Local Boards;	
(2) To give non-recurring grants or loans for buildings of such hostels; and	
(3) To give recurring grants for such hostels ...	(XVIII-18).
354. The hostels that we contemplate here would be for High Schools as well as for pupils in classes V—VII	(XVIII-19).
355. We feel that each District should take upon itself the responsibility to give secondary education to all its poor and deserving boys irrespective of caste or religion. This service is extremely needed in rural areas at the moment and a beginning, however small, may be made there	(XVIII-20)
356. It is necessary to provide for part-time continuation education, on a voluntary basis, of children who leave school at about the age of 11 and desire to continue their studies further	(XVIII-22)

Recommendation.	Chapter and paragraph
357. These classes should generally be held in the evening for an hour and a half, either daily or even for three days in a week. A special syllabus would have to be drawn up for these classes. Provision would have to be made for teachers—the primary teachers would do this job gladly—and they would have to be given a salary for the purpose. There should be regular annual tests of the students ...	(XVIII-23)
358. This activity is closely allied to primary education and it is, therefore, extremely essential for the District School Boards to organise it as early as possible. The Bhise Committee made this recommendation as early as 1949; but it has not yet been acted upon. We recommend that this work may be taken up as early as possible ...	(XVIII-25)
359. Another important programme to be organized by District Local Boards is part-time elementary education of children in the age-group 11—14 who are absolutely <i>illiterate</i> . The Boards will have to organize it through its teachers on the same principles on which social education classes are organized	(XVIII-26-28)
360. At present, there are hardly any arrangements for the vocational education of children in the rural areas. The Small Scale and Cottage Industries Department has a number of peripatetic schools for such vocations as tanning, leather-work, weaving and dyeing, pottery, etc. It would be far more desirable to concentrate all such educational activities, and place them under the unified and central control of the District Local Boards who, according to our proposals, would be in charge of general and vocational education for the rural areas in their charge	(XVIII-29)
361. We are definitely of opinion that good progress in Social Education can be achieved only when an institutional approach is made; that is to say, when every primary school becomes a community centre and conducts Social Education work as one of its own important activities. We, therefore, propose that the District School Boards would be responsible for administering the scheme of Social Education Classes and Village Libraries within their areas	(XVIII-30)

Recommendation.	Chapter and paragraph.
362. We expect that the District Local Boards would recognise and give grants-in-aid to gymnasia in accordance with the Regulations framed by them and that they would train leaders in physical education. The Recreational Centres and holiday and School camps should also be conducted by the District Local Boards	(XVIII-31)
363. There is a great need to develop inter-village (Sport) activities and we feel that the District Local Boards can play a very important role in this sphere	(XVIII-32)
364. (Regarding the finance of these activities, we suggest that) Government should transfer all the funds that it now spends on these activities to the District School Boards.	(XVIII-35)
365. (a) The District Local Boards should be allowed to levy a local fund cess of not less than one and not more than two annas on every rupee of land revenue for all these activities, for further development of primary education	(XVIII-35)
(b) We think that the total levy of the cess may be increased to eight annas in a rupee out of which 51 pies would be reserved for education and 45 pies for other purposes.	
(c) Of the 51 pies reserved for education, not more than 12-24 pies should be assigned for educational activities other than primary education	(XVIII-35)
366. We do not propose to allocate any of the existing resources of the District Local Boards to these new activities.	(XVIII-36)
367. It is entirely an optional matter for a District Local Board to undertake or not to undertake any or all of these activities.	
It will also be for the District Local Board in the first instance to decide the amount of the additional local fund cess to be levied for the purpose	(XVIII-36)
368. If a District Local Board decides to levy an additional cess for the purpose of these activities the sum thus collected should be credited into a separate General Education Fund which would be specially maintained for the purpose	(XVIII-36)

Recommendation.

Chapter and
paragraph.

369. The District School Board would administer this fund and conduct all these activities on behalf of the District Local Board, in accordance with the rules and regulations framed for the purpose from time to time (XVIII:36)

370. We further recommend that all these activities should be assisted by Government on the same principles on which similar institutions or activities conducted by private enterprise would be aided ... (XVIII:36)

*Other Educational Activities of
the Municipalities.*

371. The municipalities need not undertake any activity in the field of secondary education at present, except for conducting secondary schools for very poor children, either free or at very low rates of fees. They might try to develop technical and vocational education on a larger scale. Several municipalities are already taking a keen interest in the development of social education and recreational and cultural activities for the adults. These may be expanded wherever possible. The municipalities may also conduct or aid pre-primary schools, creches and children's play centres (XVIII:37)

372. As in the case of rural areas, we suggest that the municipalities also may levy an educational cess for giving financial support to these other activities and Government should consider sympathetically the question of giving grants-in-aid to them on account of these activities (XVIII:37)

Legislation and Implementation.

373. Legislation as indicated in the paragraph 5 will have to be undertaken to implement the programme recommended by us. (Amendments to (i) the Bombay Municipal Corporation Act, 1888 ; (ii) the City of Nagpur Corporation Act, 1948 ; (iii) the Bombay Provincial Municipal Corporation Act, 1949 ; and the Bombay Primary Education Act, 1947 ; amendments in the Primary Education Act or in all the municipal Acts to define the total income etc. ; amendments to the Village Panchayat Act.

374. It would be better to have a separate Act for compulsory education based on Chapter VI of the Bombay Primary Education Act, 1947, the Madhya Pradesh Primary Education Act, 1956, and the Hyderabad Compulsory Primary Education Act, 1952 and to make it applicable to the State as a whole.

375. A special unit for the implementation of the financial and legislative parts of this Report should be created in the office of the Director of Education as early as possible. For this purpose, an additional post of a Deputy Director of Education should be created and he should be placed at the head of this unit which would consist of two wings. One wing will deal with financial problems including the refixation of grant-in-aid on the lines we have recommended in Chapters X and XV. The other wing will deal with the administrative problems such as the framing of the Act, Rules and Model Regulations, the constitution of all the different bodies visualised in our proposals and enabling them to start their activities

(XIX-6)

If proper justice is to be done to this huge task and if delays of the type experienced in the past have to be avoided, it is absolutely essential to create such a unit as early as possible

(XIX-8)

376. The special unit we are proposing for the implementation of this Report will ultimately develop into a separate planning cell for primary education that is needed as a permanent part of the office of the Director

(XIX-9)

377. We recommend that some agency to conduct experiments and pilot projects on the lines recommended by us should be created

(XIX-10)

378. (a) In collaboration with the special unit for implementation suggested above, there should be a second unit connected with research, evaluation and conduct of educational experiments and pilot project.

(b) The present Research Bureau in the office of the Director of Education should be adequately strengthened and converted into the Research Experiment, and Evaluation Unit we have visualised here

(XIX-10)

Recommendation.	Chapter and paragraph.
379. We feel that it is absolutely essential for the Department to conduct a Journal of Educational Administration devoted especially to the problems of primary education	(XIX·11)
380. It would be desirable to create a publication wing as part of the programme of implementing the proposals of this Report. The details of its work can be determined in due course after its creation is once agreed upon	(XIX·11)
381. If the new scheme is to be successful, it is necessary to take adequate measures for the proper selection and the training of all the groups of officials and non-officials (concerned)	(XIX·12)
382. In this connection we make the following suggestions :—	
(a) The best officers in the Education Department should be set aside for work as Administrative Officers.	
(b) The special pay of Administrative Officers in class II should be increased to Rs. 50 at least.	
(c) It would be desirable to create a special cadre of Assistant Administrative Officers and to give them a special scale of pay which would be less than that of Class II but more than that of the Assistant Deputy Educational Inspectors. If this is not possible, and if it is decided that they should get the same scale of pay as the Assistant Deputy Educational Inspectors and belong to the same cadre, we suggest that the best Assistant Deputy Educational Inspectors should be selected for this work and that they should get a special pay of Rs. 30—50 (depending on the size of the municipality or the Taluka or Tahsil) while working as Assistant Administrative Officers.	
(d) All Administrative and Assistant Administrative Officers should be given a special training of three months in the lines suggested by us preferably before they start their career in the administrative line. If that is not possible for any reason, they must be trained within the first year of their appointment.	
(e) Direct recruitment to these posts is not desirable and no one should be selected as an Assistant Administrative Officer unless he has	

Recommendation.

Chapter and
paragraph.

three years' experience as an Inspecting Officer. For selection as Administrative Officers, inspecting experience of five years should be required.

(f) Annual Seminars of Administrative Officers should be organised on a Divisional basis for a period which may vary from 4 to 7 days. The Educational Inspectors and Deputy Educational Inspectors should be required to attend this Seminars where all problems of primary education would be discussed.

(g) The present system of asking the Chairman to write a confidential report on the Administrative Officers should be discontinued ...

(XIX-14)

383. We recommend that the scales of pay of Assistant Deputy Educational Inspectors should be improved as suggested jointly by us and the Integration Committee for Secondary Education. We shall then be able to attract a better type of persons to this cadre

(XIX-15)

384. (a) All Assistant Deputy Educational Inspectors also should be trained compulsorily in a specialised course of the type visualised in paragraph 13(d) above

(XIX-15)

(b) There should be annual District Seminars of all Assistant Administrative Officers in each District on the lines we have suggested in recommendation No. 382(f)

(XIX-15)

385. We also visualise special training courses for Office-Superintendents, Head-Clerks and Accountants and annual seminars of these on a Divisional basis. A special programme for this should be worked out by the Department.

(XIX-16)

386. It is necessary to improve the methods of selecting all Headmasters of primary schools. It is also essential to organise a special training course of three months for all Headmasters of first-grade primary schools. Annual seminars for them will also have to be organised on a District basis. ...

(XIX-17)

387. In the training programmes for officials (as well as non-officials) all the three objectives of training, viz. (i) imparting of information, (ii) teaching of necessary skill and (iii) creation of right attitude, values and interests should be equally emphasised

Recommendation.	Chapter and paragraph.
and if at all any distinction is to be made, the highest emphasis should be placed upon the building up of the proper values and attitudes ...	(XIX·18)
388. For the training of non-officials involved in the administration of primary education, we suggest the organisation of occasional conferences and, better still, the organization of a continuous programme of seminars of three to five days at all levels on the lines suggested by us in paragraph 19 ...	(XIX·19)
389. A good deal of careful planning and efficient execution is necessary in order to obtain the best results from the seminars which, according to our proposals, would be arranged on a very large scale and would become an important and continuous activity of the Education Department. We, therefore, suggest that a special unit should be created for this task. It should consist of a senior Administrative Officer who has a special aptitude for this type of work, assisted by other persons of the status of assistant administrative Officers ...	(XIX·20)
390. A special unit for public relations, propaganda and publicity be created in the Education Department as early as possible in order to assist in the implementation of the programme of expansion and improvement that has been visualised in this Report ...	(XIX·24)
391. We recommend that Government should establish, as early as possible, an Institute of Educational Administration. It should have separate wings for (a) Research, Experiments and Evaluation, (b) Training of Official Personnel, (c) Training of Non-Official Personnel through Seminars and Conferences, (d) Publications and (e) Public relations, propaganda and publicity ...	(XIX·25)
392. This Institute should be placed under a senior and competent officer of the status of a Deputy-Director of Education with a fairly long experience of administration at different levels and some training college experience ...	(XIX·25)
393. This Institute should maintain a good library of books on the administration of education. The library in the office of the Director of Education which has already a nucleus for this library-should be transferred to the Institute ...	(XIX·27)

Recommendation.

Chapter and
paragraph

394. Among the various activities which may be conducted by this institute may be mentioned those which have been referred to in recommendations Nos. 377, 378, 381-389.

The institute will also bring out publications of the Department and remain in charge of the public relations, propaganda and publicity for the Department as a whole

(XIX-28)

395. We emphasise the co-ordination with one another, of all the five different wings suggested by us in paragraphs 10 to 23 by placing them under the unified control of the Institute of Educational Administration

(XIX-28)

396. The Institute would be directly subordinate to the Director of Education and would work in close collaboration with his office

(XIX-28)

397. If it may not be possible for Government to provide all the funds required for this Institute, we suggest the following modified proposals :—

(i) The research section in the office of the Director of Education should be strengthened by the addition of one or two officers and be placed in charge of such of the activities described above as can be immediately undertaken.

(ii) The largest emphasis should be placed on training of the officials and non-officials involved in the programme, and it should be organized on as large and intensive a scale as possible.

(iii) The production of the minimum necessary literature in Marathi and Gujarati with regard to the ideology and implementation of the new scheme should be given priority.

(iv) The development of this section into a full fledged institute of Educational Administration should be left to further development in due course, as the necessary personnel and funds become available

(XIX-29)

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