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CHAPTER I

Introductory

This Committee was appointed under Government Resolution, Education and Industries Department, No. S. 86 dated 5th October, 1948, in order to examine the various educational, administrative and financial problems pertaining to the middle stage of school education, that is to say, education in the upper primary and lower secondary standards (Vide Appendix A). It consisted of the following persons—

- (1) ACHARYA S. R. BHISE,
Principal, S. P. Hakimji High School, Bordi (Chairman).
- (2) Mr. K. V. MEHTA,
Chairman, District School Board, Surat.
- (3) Mr. S. R. TAWDE,
Principal, Secondary Teachers' Training College, Belgaum.
- (4) RAO SAHEB D. J. KULKARNI,
Principal, High School, Rajapur.
- (5) Mr. V. R. MUDHOLKAR,
Principal, Karnatak Education Board's Primary Teachers' Training College, Dharwar.
- (6) Mr. J. K. DESAI,
Administrative Officer, District School Board, Broach.
- (7) Mr. SYED NURULLAH,
Dy. Director of Public Instruction, Bombay Province,
(Member-Secretary).

Subsequently, under Government Resolution, Education and Industries Department, No. S-86 of 24th December, 1948, Mr. Y. B. Shinde, Administrative Officer, District School Board, Ratnagiri, was appointed as member in place of Mr. J. K. Desai who was appointed as Special Officer for Merged Gujrat States.

2. The terms of reference to the Committee included examination of questions regarding—

Terms of reference.

- (a) the lines of relative expansion of upper primary or lower secondary schools ;
- (b) the staff of each of these categories of schools ;
- (c) the qualifications of teachers in these schools ;
- (d) the training in craft of the teachers in such schools and their pay scales ;
- (e) the fees to be charged in such schools ;

- (f) the accommodation and equipment, etc. for these schools ;
- (g) the location of central or full grade primary schools ;
- (h) the place of the Primary School Certificate Examination.

Under Government letter, Education and Industries Department, No. S-86-F of 24th December, 1948, the Committee was requested to examine the following additional problems—

- (a) the question of charging differential fees in upper primary and lower secondary schools where more than one craft is taught for the full prescribed period ;
- (b) the question of devising a suitable training examination for teachers of both the upper primary and the lower secondary standards.

3. The first meeting of the Committee was held on 9th December, 1948, at Bombay. A questionnaire (vide Appendix B) on some of the terms of reference to the Committee was prepared and it was decided to circulate it as widely as possible to individuals and associations interested in the problems. In all about 600 individuals and associations were addressed and out of them as many as 240 replied to the questionnaire (Vide Appendix C).

The second meeting of the Committee was held in Bombay on 22nd January, 1949, and the terms of reference—particularly those that were not included in the questionnaire—were broadly discussed. The third meeting of the Committee was held at Bombay on 28th March, 1949, and the above terms of reference were discussed in further detail. The fourth meeting was held in Bombay on 5th, 6th and 7th May, 1949, when the replies received to the questionnaire were analysed and the problems arising out of the terms of reference were fully discussed in the light of the discussions at the previous meetings of the Committee and of the analysis of the replies received to the questionnaire, and broad decisions were taken. At this meeting, a Sub-Committee consisting of Acharya S. R. Bhise, Mr. V. R. Mudholkar and Mr. Syed Nurullah, was appointed to draft the report of the Committee in the light of the discussion and decisions taken at the various meetings of the Committee.

4. It will be seen from paras. 1 and 2 above that the terms of reference to the Committee are quite wide and include all “ the various educational, administrative and financial problems pertaining to the middle stage of school education ”.

The Committee's Approach to the problems under investigation.

We, therefore, felt it necessary, at the very outset of our work, to define precisely our approach to the problems under investigation. After a careful consideration we decided that we should investigate the problems referred to us from the following points of view :—

- (a) The problems arising from the abolition of the teaching of English in Stds. V-VII are the most urgent. These include questions like the exodus of pupils from the secondary to the primary schools, revision of the secondary course, new classification of Stds. V-VII, etc. These should be given priority and discussed in detail.
- (b) According to the Draft Constitution of India, every State is under an obligation to introduce compulsory education till the age of 14

years within 10 years of the date on which the Constitution comes into force. This necessitates the adoption of certain preliminary measures such as expansion of upper primary education, organization of central schools, etc. This group of problems should also be dealt with along with their financial implications in order to enable Government to fulfil its responsibilities under the new Constitution.

- (c) The policy of Government to introduce equality of educational standards between the upper primary schools on the one hand and Stds. V-VII attached to secondary schools on the other creates a third set of problems such as training the right type of teachers for upper primary schools, provision of adequate equipment and buildings, etc. These also should receive detailed consideration.
- (d) The fourth group of problems relates to the administration of schools teaching Stds. V-VII and their place in the educational administration of the Province. This question is of fundamental importance and needs a radical and comprehensive review. It cannot, however, be isolated from the problem of the administration of primary schools in general and it would, therefore, be necessary to discuss the broader questions of the administration of primary education as a whole.
- (e) The fifth group of problems refers to certain related questions like the place of the Primary School Certificate Examination, the problem of co-education at the upper primary stage, the co-ordination of Lokshalas with the general educational system, etc. These also require examination from the standpoint of the new conditions created by the abolition of English and the necessity to introduce compulsory education in the age group of 11-14 within a period of about 10 years.

We felt that any attempt to deal with only *some* of these problems of the "middle" stage of school education would have the character, more or less, of patch-work and would not meet the requirements of the situation. We, therefore, decided to examine comprehensively all these aspects of the problem so that Government will be in a position to take adequate measures, in good time, to reconstruct the educational system of the Province as a whole. This decision naturally meant prolonged discussions and delay in the submission of the Report. We are grateful to Government for having extended the time for the purpose.

5. While thanking all who helped us in our work by sending in their answers to the questionnaire and by means of their valuable suggestions, we would in particular like to express our sense of gratitude to Mr. R. V. Parulekar and Mr. J. P. Naik of the Indian Institute of Education,

Acknowledgements.

who helped the Committee's deliberations at various stages. Mr. Naik obliged the Committee by being present at most of its sittings, making helpful suggestions and pointing out relevant sources supporting the findings of the Committee. The Committee is thankful to the Local Self-Government Institute for allowing the Committee the use of its hall and library for the Committee's work. The Committee would also like to place on record the carefulness and diligence with which Mr. B. V. Phadke, Stenographer, attended to his work throughout and particularly at the stage of drafting the report.

CHAPTER II

HISTORICAL BACKGROUND

6. The fundamental weakness in the 'middle school education' in this Province has been the existence of a dichotomy, that is to say, the division of the middle schools into two distinct types—those that teach English and those that do not.

Introductory;

The Despatch of 1854 which laid the foundation of the modern educational system gave a clear direction that the standard of education imparted in these two types of schools should be the same; and yet this salutary direction went unheeded and the secondary schools in this Province which taught English have always maintained a higher standard of education than that attained in the primary schools. It is only now when English is being abolished from the middle school stage and a common syllabus is being adopted for what hitherto were the upper primary and lower secondary standards that a possibility has presented itself of maintaining the same educational level in all types of middle schools. In order, therefore, to understand the full implications of the removal of English from the middle school stage, it is necessary to study briefly the history of the development of secondary education during the last hundred years and to ascertain (a) the causes that led to the inequality of educational standards between the secondary and the upper primary schools, (b) the effects of this inequality and (c) the manner in which the principle of maintaining a common educational level in all types of middle standards came at last to be accepted in practice.

7. As early as 1854, the problem of the difference in the educational stand-

The Educational Despatch of 1854.

ards of the schools teaching English on the one hand and the primary schools that did not teach English on the other was considered to be sufficiently important to attract the attention of the Court of Directors of the East India Company. At this time, the new 'middle schools' that had come to be established were of two types—the 'Anglo-Vernacular' and 'Vernacular'. The standard of education imparted in the Anglo-Vernacular Middle schools was somewhat higher than that in the upper standards of the Vernacular schools. In so far as the Province of Bombay was concerned, it may even be stated that, excepting English, the standard of education given in the upper primary schools was almost equal to that given in the corresponding standards of the A. V. schools, although the inequality was far greater in other Provinces. This was due to two reasons: (i) the difference in the educational level of the teachers employed in these two types of schools and (ii) the absence of necessary literature in Indian languages. The Court of Directors rightly felt that there was no justification for maintaining different educational standards in these institutions on the only ground that one of them taught English and the other did not. Consequently, they directed that both the Anglo-Vernacular and Vernacular schools should be regarded as having the same status and as entitled to the same attention from Government. While admitting that the knowledge conveyed in Anglo-Vernacular schools was, at that time, higher than that in the Vernacular schools, the Directors believed that this difference in educational standards would become less marked when abler

teachers became available for Vernacular schools and the necessary books were prepared in Indian languages. Consequently, they directed that it should be a definite objective of Government to bring about a common standard of education in both Anglo-Vernacular and Vernacular schools. *

8. It is a matter for regret that these directions of the Educational Despatch of 1854 were not followed by later administrators. Instead of trying to remove the difference between the Anglo-Vernacular and Vernacular schools (which came later to be familiarly known as secondary and primary schools) they adopted measures which actually increased this difference. In the Province of Bombay, for instance, the primary course was restricted, in 1865-66, to four standards only and the secondary course began *after* this primary course was completed. In other words, the upper primary standards just ceased to exist. Later on, Stds. V, VI and VII were added to boys' primary schools and Stds. V and VI to girls' primary schools mainly with a view to training persons for those lower appointments under Government where a knowledge of English was not required and for employment as primary teachers. But the idea that these upper primary standards should be academically equivalent to the three lower standards of secondary schools was never entertained. On the other hand, it was assumed, as a matter of course, that the upper primary schools would never be able to attain that standard of education which obtained in lower secondary standards. The system of 'middle schools' in this Province, therefore, developed in complete variance with the directions of the Educational Despatch of 1854. The middle school stage always had two branches—the lower secondary and the upper primary—and was always lopsided because the educational level in the lower secondary standards was considerably higher than that in the upper primary schools.

9. The causes of this difference between the educational level maintained by lower secondary and upper primary standards were several. To begin with, the secondary schools assumed a great importance in public eyes as they thought English and thereby enabled their pupils to proceed to the Matriculation (and thence to the University) and to secure higher posts under Government. The upper primary course, on the other hand, did not take a pupil beyond the upper primary school but enabled him to get only a subordinate place in Government service. It was, therefore, considered to be inferior to the syllabus in the lower standards of the secondary schools. Whatever the idealists might say, the general public will always judge the merits of an educational system by the results it produces in terms of economic well-being and it is, therefore, easy to understand why a superior place came to be assigned to the lower standards of secondary schools in public estimation. Consequently, the public was prepared to pay fees (and some times even heavy fees) for education in the lower standards of the secondary schools while the upper primary schools came to be looked upon either as free institutions or schools which should charge very low fees. The teaching staff employed in these two types of schools also differed greatly in efficiency. Teachers in secondary schools were at least Matriculates, many of them graduates, and not infrequently, trained graduates, whereas the average teacher in an upper primary school had only received eight years' general education, and, at the most, two or three years' professional training. This difference in the qualifications of the teachers was bound to be reflected in the curriculum adopted in these schools and the standard of their teaching. Moreover, the two types of schools developed entirely different aims and began to cater for two

* Vide Para, 44 of the Educational Despatch, 1854.

different groups of pupils. The secondary schools aimed at preparing their pupils for the Matriculation. They hoped to retain their pupils for at least seven years and consequently, adopted a more leisurely and systematic plan of curriculum development. Their pupils mostly came from urban areas and from the richer sections of the community and these socio-economic factors were inevitably reflected in their methods as well as in their outlook. Owing to private endowments and substantial income from fees, the secondary schools were often able to put up good buildings and to provide fairly adequate equipment. On the other hand, the upper primary schools developed more or less like 'poor relations'. Their object was limited to the preparation of pupils for subordinate roles in life. They could hope, at the most, to retain their pupils for about three years and consequently, they tried to put in as many things as possible in their curriculum (which was already over-burdened). They catered mostly to pupils in rural areas and the poorer sections of the community and these socio-economic factors affected their work qualitatively as well as quantitatively. They were usually housed in poor or rented buildings and had hardly any equipment worth the name. For all these reasons, the difference between the lower secondary and the upper primary schools became very marked as early as the beginning of this century and during the last fifty years, it has become even more accentuated because improvements were effected in the secondary schools at a far greater pace than in the upper primary schools.

10. The effects of this disparity between the upper primary and lower secondary standards were naturally disastrous. Equality of educational opportunity is the fundamental principle of a democratic system of education. Every child born in the country is entitled to receive the same education as every other child irrespective of the fact of its class, economic status or place of birth. But under this system of two different types of middle schools, there was no equality of educational opportunity between the rural and urban areas, the well-to-do and the poor, or between the advanced and the backward sections of the community. The secondary schools became synonymous with urban, comparatively well-developed and fee-supported education of the 'classes'; while the upper-primary schools became synonymous with rural, inefficient, and cheap education of the 'masses'. A gulf was thus created between the pupils who were educated in these two different types of middle schools, and the creation of national solidarity and a democratic social order was interfered with. In a country like India, the rural child ought to have a higher priority for the attention of Government; but under this dual system, it was this very rural child that came to be neglected most.

11. It must be remembered that until about 1920, the ideal of providing equality of educational opportunity was not even accepted in theory in this Province. The nineteenth century believed in the existence of a social order with different strata of economic and intellectual development, so that this difference in educational standards was considered not only harmless, but even natural and beneficial because it educated men to "their place in society". Even in the twentieth century, the early educational administrators believed in the inevitability of differentiating between the urban and rural schools on the ground of the difference in their environment. In the first two decades of this century, therefore, a conscious attempt was made to differentiate between the curriculum of urban and rural schools. These attempts, however, did not succeed. But the revised syllabuses for the upper primary

Effects of lopsidedness.

Attempts to equalise educational standards between the lower secondary and upper primary standards.

standards showed that the curriculum of every subject was richer in content than that in the corresponding subjects of the lower secondary standards. Moreover, subjects like Geometry and Indian Accounts were taught in the upper primary standards in addition to all the other subjects that were taught in the lower standards of secondary schools. This richer content was possible because the large amount of time which was devoted to the study of English in the lower secondary standards could be utilised in the upper primary schools for a more intensive study of subjects like History, Geography and Arithmetic. But in spite of this richer content of the course, the mere absence of English reduced the status of these schools below that of the lower secondary schools in the popular mind and the upper primary schools continued to be regarded as generally inferior to the lower secondary schools.

The honour of bringing to the forefront the claims of the rural child and of demanding equality of educational opportunity to village children goes to the nationalist movements in educational and other fields. In particular, it was Mahatma Gandhi who, for the first time, spoke of India as being a land of villages and by his emphasis on rural reconstruction and amelioration of the masses, drew the attention of Government to the necessity of improving educational and other facilities in rural areas. This made Government conscious of the undesirable difference of educational standards between the two types of middle schools and the principle that no distinction need be made in the educational standards of upper primary and lower secondary schools began to be discussed as an ideal that was not all too impossible of realization.

The most important attempt of the Department to improve matters was to revise the upper primary school syllabus. This was first revised in 1928 and then again in 1940. On each of these occasions, an attempt was made to raise the standard of attainment in each subject included in the curriculum and to introduce the teaching of new subjects. An experiment to give an agricultural bias to middle school education was also made to a limited extent. The passing of the Primary School Certificate Examination was regarded as equivalent to passing the third standard of a secondary school *minus* English so that the pupil who had passed the Primary School Certificate Examination was allowed, *after* studying English for one year, to join Std. IV of a secondary school. Classes for teaching English were also attached to selected upper primary schools in rural areas in order to bring them on a par with secondary middle schools. Finally, the difference that existed between the syllabus for boys and that for girls was eliminated by adopting a common syllabus and introducing a common Primary School Certificate Examination for boys and girls. All these attempts, however, did not achieve much. This was mainly due to the fact that the personnel of the teachers in upper primary schools still continued to be inferior so that it was not possible to bring the standard of education in these schools on par with that imparted in secondary schools. Moreover, it was also realised that so long as English continued to have a very important place in public life and so long as English continued to be taught in one type of school and not in another, an equalisation of educational standards between upper primary schools and lower secondary schools was impossible.

In 1937, the scheme of Basic Education was put forward by Mahatma Gandhi. It differed from the earlier proposals in three important aspects: *Firstly*, it assumed that seven years' education must be given compulsorily to every child; *secondly*, it unequivocally stated that a foreign language like English must not be taught during the first seven years' education of a child; and,

thirdly, it emphasised the importance of educating the child, to whatever social or economic class it belonged, through some productive craft, vitally related to the environment of the child. The scheme of Basic Education, therefore, may be said to have been planned, its other aims apart, on the assumption that there shall be no difference in educational opportunities between individual and individual. The Basic Education Scheme thus may be credited with having pointed out the necessity of removing the difference in the educational standards between different types of middle schools and the removal of English from the middle school stage. This scheme was first introduced in this Province, as an experimental measure, in 1938 and, in the light of the experience gained, it was decided that it could and should be universalised.

Partly to pave the way for the introduction of Basic Education into all primary schools of the Province and partly with a view to bringing about an equalisation of educational standards between the different types of middle schools, Government decided, in 1948, to remove English from the lower secondary standards and to adopt a common syllabus for all "middle standards" - whether upper primary or lower secondary. It was further decided that standards I to VII of secondary schools should be numbered consecutively as Stds. V - XI, so that the three lower standards of secondary schools will have the same nomenclature as the three upper standards of primary schools, thus doing away with every shade of differentiation. These reforms have created conditions under which it would now be possible to give the rural child the same education which has hitherto been the monopoly of its more fortunate urban brethren. They have also created several intricate problems which must be solved before this goal is realised in practice. It is these problems of middle school education that form the subject matter of this enquiry.

CHAPTER III

Statement of the problems

12. Although the removal of English from the lower secondary standards was inevitable in the interests of providing equality of educational opportunity and the reorganization of middle school education on proper lines, some doubts have been expressed regarding the suitability of the time when and the manner in which the orders regarding the removal of English were issued. It has been said that this welcome measure would have been better appreciated and more willingly accepted by the public if the manner of its introduction had been different. It has been suggested, for instance, that the orders regarding the removal of English from the lower secondary standards came rather suddenly and without adequate preparation of the ground, that they were issued just a short while before the new school year was due to start, and that the schools had hardly any time to adjust themselves to so revolutionary a change. The new syllabus which was to be adopted after the removal of English had not been prepared and circulated to the schools sufficiently *before* the step was taken. The removal of English from the lower secondary standards also implied that the syllabus of the upper secondary course might need revision. In fact, it was imperative to replan the whole of the secondary course and re-co-ordinate it properly with the primary course on the one hand and the university course on the other. It would certainly have been better, had a complete picture of this replanning been prepared well in advance and the public informed about it *before* removing English from the lower secondary course. In the absence of such measures, urge the critics, the reform was left open to the charge that things were being done hastily and in a piecemeal fashion. The step would have been more welcome if the approach to the problem had been *positive* instead of *negative*. For example, early and clear decisions on such questions as the national language, the medium of instruction at the University stage and the language to be used in the offices of the Central and Provincial Governments, would have created circumstances that would have been favourable for the change. If the removal of English had come in as a corollary to this positive policy of introducing the national language in all higher walks of life and the regional languages in provincial affairs, the removal of English would have been welcomed on all sides. But the orders removed English from the lower secondary standards before any decision was taken on these more important socio-political issues. Consequently, the public which was not properly prepared for the occasion, could hardly appreciate the utility and importance of the measure. Moreover, when English, though removed from the lower secondary standards, continued to enjoy the same place in administration and in public affairs, some people felt that their children would be handicapped in later life because of their inadequate knowledge of English. Matters were also made worse because the removal of English from some schools coincided with its continuance, for some time, in the so-called European and English-teaching schools (which were really attended by Indian children almost entirely) on the one hand, and the increase of fees in secondary schools on the other. The rich parents could adjust themselves to the situation by making their own arrangements, if necessary, to teach English to their children.

But the poorer parents, and parents in the rural areas where no European or English-teaching schools existed, were bewildered at the idea of paying higher fees for an education from which English was eliminated and under which the children of the rich (or those from urban areas) had a better opportunity of entering the public service than their own children could ever have.

It is difficult to ignore the conclusion that a good deal of this misunderstanding regarding the removal of English could have been avoided. It does not, however, mean that the policy of removal of English from the lower secondary standards was not sound or that it needs reconsideration—as some seem to think. Any reconsideration of the orders already issued will, in our opinion, not only be fundamentally unsound but will create more problems than it would solve. The removal of English from the middle school stage was essentially a good and long-desired reform. Having at last taken this long-delayed step, the only thing that Government need do now is to solve the problems arising out of this reform *comprehensively, quickly and firmly*. With this object in view, we recommend that:—

- (a) the policy of removing English from the first seven years of the educational ladder should be considered as an All India question and the Government of India should be moved to co-ordinate the Provincial policies in this respect;
- (b) the question regarding the national language and its position in our national and provincial life, and the medium of instruction at the University stage should be got decided as early as possible;
- (c) the importance of English in public life should be reduced by a planned programme to substitute the national, provincial or regional language in its place, wherever necessary;
- (d) a special committee should be immediately set up to examine the re-planning of the secondary course to suit the new conditions, unless this question has already been considered by the Board of Secondary Education, and that
- (e) the problem arising at the 'Middle school stage' should be squarely faced and solved with as little delay as possible.

13. The scope of this Committee is restricted to the last of the items mentioned above, viz. problems arising at the middle stage of school education. These may be classified and stated as follows:—

A. *Problems arising from the removal of English from the lower secondary standards.*

- (i) Proper classification of Stds. V–VII;
- (ii) Exodus of pupils from the lower secondary standards to upper primary schools; its causes and effects; methods of preventing the exodus;
- (iii) Problems created by the rush of pupils to the upper primary schools such as congestion in existing schools; refusal of admission to large numbers of pupils; lack of buildings, equipment and trained teachers; inability of Authorised Municipalities to meet the additional expenditure on primary education, etc. and
- (iv) The problem of fees.

- B. *Problems connected with the expansion and improvement of upper primary standards in rural areas.*
- (i) Central schools; their necessity, aspects of work, location, buildings and equipment; and
 - (ii) Administration and supervision of Central schools.
- C. *Problems connected with the improvement of the standard of education in upper primary schools so as to bring it on a par with that in the corresponding standards attached to the secondary schools.*
- (i) The problem of teachers required for Standards V-VII; their general education, training, emoluments, recruitment and conditions of service; and
 - (ii) The problem of crafts: difficulties in introducing crafts in Stds. V-VII and the manner in which they can be overcome.
- D. *Problems connected with the expansion of education in Stds. V-VII so as to prepare the ground for introduction of compulsory education in the age group of 11-14.*
- (i) The expansion of upper primary schools on a full-time basis;
 - (ii) The problem of imparting upper primary education on a part-time basis (i. e. continuation education) to those children who cannot, on economic or other grounds, attend school on a full-time basis.
- E. *Financial—*
- (i) Problems of grant—in—aid to Authorised Municipalities and private managements on account of upper primary education; and
 - (ii) The financial implications of the recommendations made under all the above heads.
- F. *Miscellaneous problems—*
- (i) Co-ordination of the High School course with the new upper primary course on the one hand and the University course on the other;
 - (ii) the place of the Primary School Certificate Examination; and
 - (iii) the problem of co-education.

We propose to discuss these problems in Chapters IV to XV and to give a summary of our recommendations in Chapter XVI.

CHAPTER IV

Classification of Stds. V-VII

14. At present the old standards I—III of secondary schools have been renumbered as standards V—VII. Consequently, we have two sets of schools teaching these standards. The first set includes all the schools which were previously called upper primary and which as a rule, never taught English. These are mostly conducted by the District School Boards and the Municipalities and only a small percentage of them are conducted by private managements. The second set includes the first three standards of secondary schools which used to teach English in the past but which have recently adopted the new common curriculum sanctioned by Government. These are mostly conducted by private managements and a few of them are conducted either by Municipalities or by Government. In spite of the facts (a) that both these sets of schools have a common syllabus and (b) that the standards in them are identically numbered as stds. V-VII, the first set of schools continues to be called primary as in the past and administered under the Bombay Primary Education Act, 1947, and rules made thereunder, while the latter set of schools continues to be provisionally called 'secondary', pending the report of this committee and the Government orders thereon, and administered under the Bombay Grant-in-aid Code, 1939.

15. It is obvious that this differentiation in the administrative classification of these two sets of schools cannot be justified any longer and it is essential to classify both of them under one head only and to administer them under a common law. The question of the classification of these standards as 'primary' or 'secondary' was, therefore, raised in the questionnaire issued by us and an analysis of the replies gives the following figures :—

<i>Classification.</i>	No. of persons, associations, etc. who feel that these standards should be classified as shown opposite.
(i) Primary ...	129
(ii) Secondary ...	67
(iii) Primary and/or Secondary ...	25
(iv) Middle school ...	9
(v) No classification necessary ...	5
(vi) No opinion ...	5
	Total 240

16. Of the 67 persons who have suggested that these standards should be classified as secondary, as many as 45 are connected with secondary education, either as heads of secondary schools or as office-bearers of Secondary Teachers' Associations or Boards of Secondary School Head Masters. The reasons that

Stds. V-VII cannot be classified as secondary.

appear to have led them to make this recommendation may be stated as follows :—

- (i) the desire to retain these standards as a part of the secondary schools;
- (ii) the fear that the secondary course would become too short in duration (i. e. four years only) if these standards are designated as primary;
- (iii) the fear that their financial position would be adversely affected if these standards are designated as primary and administered under the Bombay Primary Education Act, 1947, and
- (iv) the apprehension that they would be placed under the control of the Authorised Municipalities and District School Boards in the event of these standards being classified as ' primary '.

None of these arguments appear to be sound. These standards used to be called 'secondary' in the past because the term 'secondary education' itself was wrongly defined. The terms 'primary' or 'secondary' education should be defined with reference to the stage of development of the educands and the expression 'secondary education' should really mean "adolescent education". This scientific development was never accepted in the past and the terms 'primary' and 'secondary' came to be defined on the basis of the language taught. The schools in which English was taught as a subject or used as a medium of instruction were called 'secondary', while those in which English was not taught were called 'primary'. It is high time that this unscientific definition be given up and the expression 'secondary education' be restricted to its proper sphere, viz., the education of children in the age group of 14-18. If this view-point is accepted, it follows that stds. V-VII which deal mainly with the children of the age-group of 11-14 cannot be designated as 'secondary' in the proper sense of the term. In the same way, we do not agree to the proposal to treat Standards V-VII as secondary merely to maintain an adequate duration for the secondary course. Our secondary course proper is now only of four years (Stds. VIII-XI) because the first two years of the existing college course which should really be 'secondary' have been erroneously treated as part of the University course. The Calcutta University Commission recommended that these should be taken away from the University stage and added on to the secondary and that the dividing line between the High School stage and the University stage should be drawn at the Intermediate Examination. The Central Advisory Board of Education recommended as a compromise that the first year from the College course should be transferred to the High School. The proper way to maintain an adequate duration for secondary education is, therefore, to transfer some portion of the University stage to it and *not* to classify stds. V-VII as 'secondary'. We also hope that the reform of removing English from the lower secondary stage will be followed in due course by the transfer of one or two years from the University stage to the secondary stage and that the High School course will ultimately cover a period of 5 or 6 years. It is, therefore, neither necessary nor desirable to designate stds. V-VII as secondary merely to increase the duration of the secondary course. We do not also agree that the interests of the secondary schools will be adversely affected if stds. V-VII are designated as primary. This inference is based on the assumption that the existing rules of grant-in-aid to private primary schools will be applied to these standards without any change. Although there is a basis for such an assumption in the existing conditions, we hope that Government will

modify these rules in the near future and adopt a new system of grant-in-aid which will be more suitable to conditions created by the removal of English. In the course of this report, we are making some radical recommendations regarding the manner in which the grant-in-aid to schools teaching stds. V-VII should be re-organized. If these suggestions are accepted by Government, there will hardly be any cause for the fear of secondary schools that their financial interests will suffer if stds. V-VII are designated as primary. Lastly, we do not appreciate the unwillingness of some secondary schools to be placed under the control of Authorised Municipalities or District School Boards in so far as stds. V-VII are concerned. This unwillingness is due to the fear that these bodies will try to interfere with the internal managements of private schools. There is no basis for this apprehension and the Bombay Primary Education Rules, 1949, provide adequate safeguards against it. For all these reasons, we are convinced that no case has been made out for classifying stds. V-VII as 'secondary'.

17. Only a few persons have suggested that stds. V-VII should be designated as 'middle school' standards. No reasons have been given in support of this view; but we feel that their desire is to work out the familiar golden mean between the two opposing view points, one of which would classify these standards as 'primary' and the other as 'secondary'. But this compromise does not appeal to us. The expression 'middle schools' is not very happy and it has connotations in past history which are not very helpful. We are, therefore, not prepared to accept this suggestion.

18. Our considered opinion, therefore, is that standards V-VII should be designated as 'primary'. We find that the majority of the replies to the questionnaire are in favour of this view; but it is not the consideration of mere votes that has led us to make this recommendation. We believe that there are strong intrinsic reasons to classify these standards as 'primary'. According to the scheme of Basic Education which will now be generalized throughout the Province, the first seven years of education form a continuous, organic and indivisible unit. In all progressive countries of the world, a minimum of seven years' education is provided to all children on a compulsory basis. The draft Constitution of India directs every State to give seven years' compulsory education to every child within a period of ten years. These weighty considerations of theory, analogy, and accepted policy show that the first seven years' general education of a child is an organic and indivisible unit, and should, therefore, have only one name. In our opinion, Stds. I-VII should, therefore, be considered as one unit and be designated as 'primary.' Incidentally, such a classification would also have obvious advantages in securing great convenience in administration and compilation of statistical returns.

19. In view of this fundamental recommendation, we propose to use the following expressions in the remaining part of this report to describe the different types of existing schools that teach Standards V-VII:

- (1) *Upper primary schools*—This expression will be used in its existing sense to mean schools which teach Stds. V-VII only or all the primary standards from I to VII.
- (2) The erstwhile standards I-III of secondary schools which have now been renumbered as Stds. V-VII will be described as "*Standards*

V-VII (or the upper primary standards) attached to (or conducted by) a secondary school; and

- (3) The expression "schools teaching Stds. V-VII" will be used to include both the upper primary schools as well as secondary schools to which primary standards V-VII are attached.

CHAPTER V

Exodus of pupils from secondary to upper primary schools

20. The immediate and the most noticed consequence of the removal of English from Standards V-VII has been the exodus of pupils from the secondary to the upper primary schools.

Causes and extent.

The principal, if not the only cause of this exodus is the large difference in the rates of fees charged in the secondary and the upper primary schools. In the mind of the average parent, fees and education in English have gone together for so long a time that he cannot separate the two. As soon as English was removed from Stds. V—VII, he began to feel that he might as well send his child to a primary school where the fees, if any, were low and the subjects of instruction were practically the same as in a secondary school. The economic difficulties of the middle classes due to the rise in the cost of living in recent years, coupled with the recent increase of fees in secondary schools, have made it difficult for an average middle class parent to give secondary education to his children and a large number of them, therefore, decided to make the best of a bad bargain and save money by sending their children to upper primary instead of to the lower secondary schools. During the last year, the cumulative effect of these tendencies was to reduce substantially the enrolment in 'Std. I' of secondary schools and to increase, to an almost corresponding extent, the enrolment in primary Std. V. This exodus has continued this year and will continue so long as the present inequality in the rates of fees charged in the two types of schools remains. The exodus has been particularly noticeable in smaller towns and rural areas where accommodation in the upper primary standards was more readily available than in the bigger towns and cities, and where the average parent was less willing or able to pay high fees for the better quality of education that was provided by the secondary schools.

21. Quite naturally, the secondary schools have viewed this exodus with a sense of alarm bordering on consternation. Several

Reaction of the secondary schools to the exodus.

persons engaged in secondary education feel that they will completely lose the standards V-VII and that the High Schools of tomorrow will have to begin at Standard VIII and give instruction in a four years' course only. They are also alarmed at the implications of this consequence, viz., large-scale unemployment among secondary teachers, the closure of several 'middle' schools, difficulty of fully utilising the buildings that have been put up by secondary schools, and the financial difficulties in which several managements conducting secondary schools may soon find themselves. The panic is greater in semi-rural areas and particularly so among the managements of the 'Middle' schools. In the cities, there are a large number of parents who can, and do pay, fees for the education of their children and who strive hard to get as good an education as possible for them. The secondary schools in the cities or bigger towns will, therefore, continue to attract a reasonably large number of pupils in spite of the high fee charged in them and in spite of the considerably less costly education given in the local upper primary schools. But the situation is entirely different in the smaller towns and rural areas. Here the number of parents who can afford to

pay high fees for the education of the children is very limited. What matters to the average rural parent is that English which was the one distinctive feature of secondary schools is no longer to be taught there. The secondary schools working in rural areas, therefore, have been losing their pupils rapidly in the standards V-VII. The 'middle' schools which taught Stds. V-VII only have been threatened with total extinction, those 'Middle' schools which taught Stds. V-IX are afraid that they will lose almost all pupils in standards V-VII and will have to close down voluntarily because they would not be able to maintain a 'middle' school for Stds. VIII and IX only; and even the High Schools situated in smaller towns and rural areas feel that they would not be able to attract a sufficient number of pupils in the standards V-VII and that their work would be confined, at no distant date, to Stds. VIII-XI only. It is, therefore, hardly a matter for surprise if the secondary schools have generally not welcomed the removal of English. They look upon it as a measure which has cut at the very roots of their existence and has restricted materially the scope of their activities.

Judging from the replies to the questionnaire issued by us, we find that the suggestions that are put forward by secondary schools are naturally coloured by this aspect of the problem as they see it. They suggest that English should be re-introduced so that they would be again restored to their former position. In the alternative, they suggest that the upper-primary schools should also begin to charge fees which may be equal, or almost equal, to those charged in Stds. V-VII attached to the secondary schools, so that the fee difference between the two sets of schools would vanish and the average parent would then be more likely to be favourably disposed towards the secondary schools on account of the better standard of education which they provide. The third suggestion put forward is that the Authorised Municipalities or District School Boards should be restrained from opening more than a specified number of upper primary schools, so that, for sheer lack of accommodation in the primary schools, many a pupil would be driven into the secondary schools and the exodus of pupils would be restricted, if not stopped altogether. It is obvious that all these suggestions arise from one over-powering desire, viz., to stop the exodus of pupils from secondary to upper primary schools, and thereby to maintain the ground gained by secondary schools in the past.

22. This reaction of the secondary schools to the removal of English from Stds. V-VII can thus be easily understood. But a closer examination of the problem will show that this view is not in the larger interests of education or even in the interests of the secondary schools themselves. The secondary schools in this Province have done excellent work in the past. A large number of these were founded by patriotic and self-sacrificing workers who wanted to rejuvenate the life of the nation. They have made it possible for Government to spread secondary education far and wide in spite of the meagre funds available for the purpose. They have created traditions of self-sacrifice, social service and patriotism which deserve to be conserved and developed. It is their work that has led to the expansion of collegiate education in modern India and it is their pupils that largely participated in and made a success of the country's struggle for freedom. It will indeed be a sad day if the number of pupils reading in secondary schools is reduced for any reason whatsoever, because such a reduction will only mean that a large number of the children in the Province would be deprived of the good education which these institutions are capable of providing. We are, therefore, of opinion that the present exodus of pupils from secondary to primary schools should be stopped,

and stopped quickly, so that no embarrassing problems such as large scale unemployment among secondary teachers, difficulty of fully utilising the buildings of secondary schools, etc. need ever arise. At the same time, we cannot agree with the proposals that are made by the secondary schools for stopping the exodus. These are mere stop-gap remedies and are, in some ways, worse than the disease itself. We think that the right way to stop the exodus is to abolish fees altogether in Stds. V-VII whether in primary schools or when attached to secondary schools. If this reform can be immediately introduced, the parents will have no grievance left and will have no temptation to remove their children from the secondary schools. If anything, a larger number of children will avail themselves of education in Stds. V-VII and the number of pupils reading in the upper primary schools or in Stds. V-VII attached to secondary schools would considerably increase. In our opinion, therefore, the best solution of the problem would be to abolish fees altogether in Stds. V-VII. This will be discussed in detail later on in Chapter VII; but in the meanwhile, it would be readily agreed that if education in both upper primary schools and in Stds. V-VII attached to secondary schools is made free, the present exodus of pupils from secondary to upper primary schools can be effectively stopped.

23. We are not in favour of the proposal put forward by some that the School Boards should be restrained from opening primary schools beyond a specified limit. On the other hand, we would like the School Boards to provide as many full primary schools as possible. Owing to the introduction of compulsory education in primary Stds. I-IV, the number of children attending schools has been increasing very rapidly. This increase is sure to be followed by a greater influx of children into Stds. V-VII a tendency which will be all the more accentuated by the rapidly increasing educational consciousness in rural areas, by the general improvement in the economic well-being of the agriculturists and by the greater adaptation of schools to rural life as envisaged in the scheme of Basic Education. Consequently, we feel that the number of children attending Stds. V-VII will be far larger in the next few years than at present and the secondary schools will find it difficult to expand to an extent which the situation may necessitate. It is, therefore, absolutely essential, particularly in rural areas, for School Boards to open a large number of full primary schools and to provide facilities for upper primary education on a far greater scale than at present.

24. A fear has been expressed by secondary schools that they might be hit unfairly by competition from local bodies in their efforts to provide larger facilities for upper primary education. This is mostly true of schools teaching Stds. V-IX.

Co-ordination of "middle" schools conducted by local bodies and private enterprise.

The private secondary schools which now provide education in Stds. V-XI fall in the following categories:-(i) "middle" schools teaching only Stds. V-VII; (ii) "middle" schools teaching Stds. V-IX only and (iii) High schools teaching Stds. V-XI. The schools in the first group are found mostly in rural areas. In some cases, these schools will disappear and their pupils would be absorbed by the existing local upper primary schools conducted by the District School Boards. In other cases, these schools will become equivalent to the private upper primary schools and should receive encouragement and adequate grant-in-aid, especially if they happen to have a building of their own and if they can show

good traditions and satisfactory standard of education. The third group of schools mostly exists in towns and cities and is not likely to be seriously affected by competition with upper primary schools conducted by local bodies. They have a long-standing, stability and popularity as a result of their distinctive features and will always be able to attract sufficient pupils. But the private secondary schools falling in the second group, viz., the "middle" schools teaching Stds. V-IX only, deserve particular attention. Many of them are now threatened with extinction because they are losing pupils rapidly in Stds. V-VII and are neither able to add Stds. X and XI nor to maintain economically Stds. VIII and IX only; if they were to be extinct, the local public will lose the advantage of education in Stds. VIII and IX which cannot be provided for by public primary schools. It is, therefore, necessary to see that these "middle" schools, which mostly exist in rural areas are not adversely affected by the new policy. Some of them have constructed buildings, own play-grounds and possess fairly satisfactory equipment. Not a few have a history which goes back to two or more decades and several of them have devoted workers who have identified themselves with the cause of education in rural areas. It would not be desirable to allow this work of years to be wasted and to lose the help of these devoted workers from the field of upper primary education. We, therefore, recommend that the District School Boards should not expand facilities for upper primary education in such a way as to liquidate or cripple the existing 'middle' schools teaching Stds. V-IX in rural areas, if they are functioning satisfactorily.

CHAPTER VI

Influx of pupils into the upper primary schools

25. In the last chapter, we saw that the secondary schools viewed with alarm (a) the removal of English from Stds. V-VII, and (b) the consequent exodus of pupils to the upper primary schools. We shall now turn to the other side of the problem and find out how the different agencies working in the field of primary education reacted to the influx of pupils into the upper primary schools. From this point of view, the subject may be conveniently discussed separately for (a) the Authorised Municipalities and (b) the District School Boards, because the nature of the problem differs materially in each of these cases.

26. The Authorised Municipalities have not reacted favourably to the influx of pupils into the upper standards of primary schools, mainly on financial grounds. This influx implies the construction of additional school buildings, opening of more upper primary schools, and provision of additional accommodation in existing ones. All these measures will require a large increase of expenditure, both recurring and non-recurring, and the Authorised Municipalities are neither able nor willing to shoulder this additional responsibility in the present straightened condition of their finances. As a matter of fact, quite a number of these are already feeling the pinch owing to the revision of scales of pay and payment of dearness allowance to primary teachers and some have been thinking seriously to hand over the management of primary education to the School Board of the District. Moreover, there seems to be a feeling that as this additional expenditure has to be incurred as a result of a change in Government policy, the Authorised Municipalities should not be saddled with the additional expenditure which this new policy involves. On these and other grounds, the general reaction of the Authorised Municipalities to the influx of pupils into the upper primary schools has been one of apathy and discouragement. Many of them have not made any earnest attempts to rise to the occasion by opening new upper primary schools or by expanding existing ones. Some of them are understood to have put forward claims for an additional grant-in-aid on account of the newly opened upper primary standards. On the whole, therefore, the general impression that one gathers is that the Authorised Municipalities would rather discourage than encourage the influx of pupils into upper primary schools unless the financial situation is eased to a sufficient extent by a due increase in the grant-in-aid from Government.

27. The District School Boards, on the other hand, have reacted more favourably to this influx of pupils into the upper standards of primary schools. Under the Bombay Primary Education Act, 1947, their financial liabilities on account of primary education are limited to the payment of 15 pies in a rupee of the Local Fund cess and all the remaining approved expenditure is to be provided for by Government. The Dis-

district School Boards, therefore, have no financial misgivings on account of the influx of pupils into the upper primary schools. Consequently, they are not dismayed by the influx and have shown willingness to open new upper primary schools, to expand existing ones and to take necessary measures to provide better facilities for upper-primary education in rural areas. But even so, they have their own difficulties. It is no longer open to the District School Boards to incur any fresh expenditure without the previous sanction of Government. The collection of the necessary data for expansion of upper primary schools, the preparation of regular schemes as required by the Primary Education Rules, their submission to Government for sanction and obtaining the necessary orders on these proposals—are necessary preliminaries to the actual expansion of primary education in rural areas. It is obvious that they require time to be completed and, in consequence, the District School Boards have been unable to take effective steps to meet the influx of pupils into the upper primary schools inspite of their willingness to do so.

28. It will be seen from the above analysis that the two main agencies which provide upper primary education have not been able to rise to the occasion. On the other hand, the attention of the parents is now being increasingly drawn towards upper primary education and they are demanding that the accommodation in upper primary schools should be sufficiently increased and that these schools should be brought on par with Stds. V-VII attached to secondary schools. But neither the Authorised Municipalities, nor the District School Boards, have been able to meet this demand to a satisfactory extent, and the situation needs to be tackled without delay.

Failure of the Authorised Municipalities and District School Boards to meet the influx of pupils into primary schools.

29. It has been suggested to us that no special measures are necessary to meet the recent influx of pupils into upper primary schools. This influx was due mainly to the difference in the rates of fees between the upper primary and the secondary schools. It is, therefore, argued that, as soon as fees are abolished in Standards V-VII, the exodus of pupils from secondary schools will stop and consequently, the rush of pupils into upper primary schools will also come to an end. We cannot agree with this point of view. It is true that the exodus of pupils from secondary schools will stop as soon as fees are abolished in Stds. V-VII. But the number of pupils seeking admission to the upper primary schools will continue to increase in the near future on account of the increase of attendance in primary Stds. I-IV due to compulsion, and the increased educational consciousness in rural areas and in the less advanced sections of the society. Moreover, it is the policy of Government to introduce compulsory primary education in the age group of 6-11 during the next 10 years and to extend it to the age group of 11-14 thereafter. In order to implement this policy, it is essential to expand, during the next ten years, the accommodation provided in Stds. V-VII as largely as possible and to enrol, on a voluntary basis, not less than 50 per cent of the children of the age-group of 11-14. In other words, the next ten years will witness a great increase in the number of pupils seeking admission to Stds. V-VII. It will never be possible for private secondary schools to cope with this increase in numbers and the Authorised Municipalities and District School Boards will be required to conduct a large number of upper primary schools to meet the requirements of the situation. We, therefore, feel that a rapid increase of attendance is going to be a special feature of the upper primary schools during the next ten years, and that the rush of pupils to

The rush of pupils into upper primary schools will continue even after the abolition of fees in Stds. V-VII.

CHAPTER VI

Influx of pupils into the upper primary schools

25. In the last chapter, we saw that the secondary schools viewed with alarm (a) the removal of English from Stds. V-VII, and (b) the consequent exodus of pupils to the upper primary schools. We shall now turn to the other side of the problem and find out how the different agencies working in the field of primary education reacted to the influx of pupils into the upper primary schools. From this point of view, the subject may be conveniently discussed separately for (a) the Authorised Municipalities and (b) the District School Boards, because the nature of the problem differs materially in each of these cases.

Introductory.

26. The Authorised Municipalities have not reacted favourably to the influx of pupils into the upper standards of primary schools, mainly on financial grounds. This influx implies the construction of additional school buildings, opening of more upper primary schools, and provision of additional accommodation in existing ones. All these measures will require a large increase of expenditure, both recurring and non-recurring, and the Authorised Municipalities are neither able nor willing to shoulder this additional responsibility in the present straightened condition of their finances. As a matter of fact, quite a number of these are already feeling the pinch owing to the revision of scales of pay and payment of dearness allowance to primary teachers and some have been thinking seriously to hand over the management of primary education to the School Board of the District. Moreover, there seems to be a feeling that as this additional expenditure has to be incurred as a result of a change in Government policy, the Authorised Municipalities should not be saddled with the additional expenditure which this new policy involves. On these and other grounds, the general reaction of the Authorised Municipalities to the influx of pupils into the upper primary schools has been one of apathy and discouragement. Many of them have not made any earnest attempts to rise to the occasion by opening new upper primary schools or by expanding existing ones. Some of them are understood to have put forward claims for an additional grant-in-aid on account of the newly opened upper primary standards. On the whole, therefore, the general impression that one gathers is that the Authorised Municipalities would rather discourage than encourage the influx of pupils into upper primary schools unless the financial situation is eased to a sufficient extent by a due increase in the grant-in-aid from Government.

Reaction of the Authorised Municipalities to the influx of pupils into upper primary schools.

27. The District School Boards, on the other hand, have reacted more favourably to this influx of pupils into the upper standards of primary schools. Under the Bombay Primary Education Act, 1947, their financial liabilities on account of primary education are limited to the payment of 15 pies in a rupee of the Local Fund cess and all the remaining approved expenditure is to be provided for by Government. The Dis-

The reaction of the District School Boards to influx of pupils into upper primary schools.

tract School Boards, therefore, have no financial misgivings on account of the influx of pupils into the upper primary schools. Consequently, they are not dismayed by the influx and have shown willingness to open new upper primary schools, to expand existing ones and to take necessary measures to provide better facilities for upper-primary education in rural areas. But even so, they have their own difficulties. It is no longer open to the District School Boards to incur any fresh expenditure without the previous sanction of Government. The collection of the necessary data for expansion of upper primary schools, the preparation of regular schemes as required by the Primary Education Rules, their submission to Government for sanction and obtaining the necessary orders on these proposals—are necessary preliminaries to the actual expansion of primary education in rural areas. It is obvious that they require time to be completed and, in consequence, the District School Boards have been unable to take effective steps to meet the influx of pupils into the upper primary schools inspite of their willingness to do so.

28. It will be seen from the above analysis that the two main agencies which provide upper primary education have not been able to rise to the occasion. On the other hand, the attention of the parents is now being increasingly drawn towards upper primary education and they are demanding that the accommodation in upper primary schools should be sufficiently increased and that these schools should be brought on par with Stds. V-VII attached to secondary schools. But neither the Authorised Municipalities, nor the District School Boards, have been able to meet this demand to a satisfactory extent, and the situation needs to be tackled without delay.

Failure of the Authorised Municipalities and District School Boards to meet the influx of pupils into primary schools.

29. It has been suggested to us that no special measures are necessary to meet the recent influx of pupils into upper primary schools. This influx was due mainly to the difference in the rates of fees between the upper primary and the secondary schools. It is, therefore, argued that, as soon as fees are abolished in Standards V-VII, the exodus of pupils from secondary schools will stop and consequently, the rush of pupils into upper primary schools will also come to an end. We cannot agree with this point of view. It is true that the exodus of pupils from secondary schools will stop as soon as fees are abolished in Stds. V-VII. But the number of pupils seeking admission to the upper primary schools will continue to increase in the near future on account of the increase of attendance in primary Stds. I-IV due to compulsion, and the increased educational consciousness in rural areas and in the less advanced sections of the society. Moreover, it is the policy of Government to introduce compulsory primary education in the age group of 6-11 during the next 10 years and to extend it to the age group of 11-14 thereafter. In order to implement this policy, it is essential to expand, during the next ten years, the accommodation provided in Stds. V-VII as largely as possible and to enrol, on a voluntary basis, not less than 50 per cent of the children of the age-group of 11-14. In other words, the next ten years will witness a great increase in the number of pupils seeking admission to Stds. V-VII. It will never be possible for private secondary schools to cope with this increase in numbers and the Authorised Municipalities and District School Boards will be required to conduct a large number of upper primary schools to meet the requirements of the situation. We, therefore, feel that a rapid increase of attendance is going to be a special feature of the upper primary schools during the next ten years, and that the rush of pupils to

The rush of pupils into upper primary schools will continue even after the abolition of fees in Stds. V-VII.

upper primary schools will not be materially diminished even if the exodus of pupils from secondary schools is stopped. We, therefore, feel that the expansion of upper primary education will have to be treated as a problem not necessarily connected with the exodus of pupils from secondary schools but as a preliminary measure to the introduction of compulsory and free education of seven years for every child.

30. If this view is accepted, the problem of the expansion of upper primary education will have to be dealt with separately under two heads : (a) upper primary schools in towns and cities ; and (b) upper primary schools in rural areas. In so far as the upper primary schools in towns and cities are concerned, the problem is comparatively simple. In these areas, education in Stds. V-VII is mostly provided at present by the secondary schools and if the exodus from the secondary to the upper primary schools is stopped effectively, these secondary schools will continue to provide education in Stds. V-VII as they are doing at present. No large-scale expansion of upper primary schools will, therefore, be called for in the immediate future. Secondly, the location of upper primary schools is not a difficult problem in towns and cities. Even now, the upper primary schools in many urban areas are organized as centrally situated schools and all that is needed is an expansion of the existing system to a certain extent. On the other hand, the question of upper primary education in rural areas is entirely different. In this case, a number of complicated problems will have to be solved. For instance, it is not obviously possible to locate an upper primary school in every village and therefore, the conditions under which primary schools will be allowed to impart instruction in Stds. V-VII will have to be decided upon in the first instance. Secondly, we shall have to decide how Central schools or first grade primary schools can be located in centrally situated villages and be made to serve as model institutions for all the primary schools in the neighbourhood ; and in addition, they can be made to function as primary units in the system of administration. In other words, the main problem of upper primary education in rural areas is to provide the largest facilities possible for instruction in Stds. V-VII consistent with efficiency and economy.

We, therefore, make the following recommendations with regard to the expansion of upper primary education —

- (1) It should be the policy of Government to expand facilities for upper primary education as a preliminary measure to the introduction of compulsory and free education in the age-group of 11-14 and an attempt should be made to enrol, before the end of the next ten years, at least 50 per cent of the children of the above age-group in Stds. V-VII.
- (2) So far as the urban areas are concerned, upper primary education is already provided on a fairly large scale and hence the expansion required will be comparatively less. Moreover, the problem of locating schools teaching Stds. V-VII in these areas does not also present any special difficulties. All that is needed in this case, therefore, is an increased financial assistance to Authorised Municipalities in order to enable them to meet the requirements of the situation. This assistance should, therefore, be made available to them on the lines which will be discussed in detail in Chapter XV.

- (3) So far as the rural areas are concerned, it is necessary to decide the manner in which a net-work of upper primary schools can be organized in villages so as to bring education in Stds. V-VII within reach of every child and without sacrificing efficiency or economy. The District School Boards, therefore, should be advised to adopt the principles of organizing upper primary education in rural areas which will be discussed in detail in Chapter VIII. Moreover, the existing facilities for upper primary education in rural areas being extremely limited, a large expansion of such facilities is necessary and Government should, therefore, give additional grants to District School Boards in order to enable them to fulfil their responsibilities in this respect.

CHAPTER VII

Problem of fees

31. In the two preceding chapters, we discussed the two major problems arising from the removal of English from Stds. V-VII, *viz.*, exodus of pupils from secondary to primary schools and the influx of pupils into the upper primary schools. We now proceed to the discussion of the third important problem connected with the removal of English from Stds. V-VII, *viz.* the problem of fees in these standards.

32. As this is one of the most important problems arising out of the removal of English, we included the following questions regarding it in our questionnaire —
The questionnaire and replies thereto.

- (1) Are you in favour of charging fees in Stds. V-VII under the proposed new nomenclature? Would you suggest any differentiation between rates of fees when the classes are attached to secondary schools and when they form part of primary schools?
- (2) Are you in favour of uniform rates of fees being charged for these standards all over the Province? If so, what rates of fees would you suggest?
- (3) If you are not in favour of uniform rates of fees being charged all over the Province, what variations in rates would you suggest for different areas?
- (4) Are you in favour of the proposal that minimum and maximum rates of fees should be fixed for these standards by Government? If so, what minimum and maximum rates of fees would you suggest?
- (5) If it is decided to charge fees in the proposed new Stds. V-VII :
 - (a) What minimum and maximum rates of free-studentships would you suggest?
 - (b) Would you advocate full or partial exemptions being granted to any class or section of the population? If so, what class or section would you exempt and to what extent?

It would, therefore, be convenient to begin the discussion of the problem by an analysis of the replies received.

(a) In answer to the question whether fees should be charged in all schools teaching Stds. V-VII, 197 persons gave a reply in favour, 34 replied against and 9 did not express any opinion. Of the 197 persons who were in favour of charging fees, as many as 104 were connected with secondary education as office-bearers of Secondary Teacher's Associations or the Boards of Secondary School Head Masters or as Principals of Secondary schools. Ninety-three persons who have opined in favour of charging fees were not connected with

CHAPTER VIII

Central Schools

44. The problem of upper primary education in rural areas presents special difficulties and if it is to be satisfactorily solved, we shall have to consider (a) the principles on which schools teaching Stds. V-VII should be located and developed in rural areas so as to be within easy reach of every child and (b) the manner in which they can be supervised and administered. We propose to consider the first of these problems in the course of this chapter.

Introductory.

45. Under the existing rules, every primary school is expected to teach Stds. I-IV. The teaching of higher standards is provided for only in the bigger schools. Whenever any school wants to open a standard higher than the fourth, it applies to the Administrative Officer for permission ; and if this is granted, higher standards are opened. There are no definite rules regarding the conditions subject to which standards higher than the fourth will be permitted to be opened in any school and every Administrative Officer follows his own policy in this respect. In practice, therefore, the existing schools teaching up to Stds. V, VI or VII can be divided into the following three types —

Existing position.

- (a) Schools where Stds. I-V only are taught ;
- (b) Schools where Stds. I-VI only are taught ; and
- (c) Schools where Stds. I-VII are taught.

As can be easily anticipated, the efficiency of teaching in Stds. V-VI varies greatly in these three types of primary schools. The efficiency is least where Stds. I-V only or Stds. I-VI only are taught. In such schools, the number of pupils in Stds. V-VI is generally small ; these standards are ordinarily in charge of teachers who have also to manage one or two other lower standards besides ; and the necessary equipment for teaching these standards is not generally available. The efficiency of teaching in schools which teach all the Stds. I-VII is a little better, and the best conditions are found in those schools where the enrolment in Stds. V-VII is sufficiently large to justify the appointment of a teacher in charge of each of those standards.

46. With regard to the manner in which the teaching in Stds. V-VII should be permitted in rural schools, two proposals have been put before us. The first proposal emphasises efficiency. According to it, the present system of permitting the teaching of Std. V only or of Stds. V-VI only should be banned altogether, because it leads to inefficiency, wastage of public funds or the time of the pupils, and prevents the building up of largely attended central schools in common for a group of neighbouring

Proposals regarding the principles on which the teaching of Stds. V-VII should be permitted in rural areas.

villages. The supporters of this view point, therefore, put forward the following proposal—

The teaching of Stds. V-VII in rural areas should only be permitted in schools which satisfy the following requirements—

- (a) there should be at least 20 pupils in each of the Standards V-VII ;
- (b) each one of the Stds. V-VII should be in charge of a separate and trained teacher, and
- (c) the Head Master of the school must be a specially selected person.

According to the other view which relies more on quantity than on quality, it is considered far more important to enrol the largest number of pupils in Stds. V-VII and to make an attempt to retain pupils in primary schools as long as possible, even after the age period of compulsion is over. The supporters of this view-point put forward the following proposals—

- 1) The primary schools teaching Std. V only or Stds. V and VI only should be designated as primary schools with *higher tops*. The primary schools teaching Stds. I-IV should be given every encouragement to develop higher tops and the teaching of Stds. V-VII should be permitted subject to the following conditions—
 - (a) The teaching of Std. V should be permitted to any primary school where there are two teachers and at least 8 pupils to attend Std. V ;
 - (b) The teaching of Stds. V-VI should be permitted in a primary school where there are at least two teachers and the number of pupils attending Stds. V-VI is 15 or more ;
 - (c) First Grade primary schools teaching all the Stds. I-VII should be organized in primary schools where there are at least 3 teachers and where the total number of pupils attending in Stds. V-VII is 20 or more ;
- (2) Every attempt should be made to add Std. VI to schools teaching Std. V only and Std. VII to those which teach Std. VI only. In other words, the policy should be to develop as large a number of primary schools as possible into first grade primary schools and to develop at least *higher tops* where teaching up to Std. VII is not possible. It is only in this way that the ground can be paved for the introduction of compulsory education of seven years when every primary school, even a single teacher school, will have to be a first grade primary school.

We have given our careful consideration to both these view points. We are of opinion that both these positions are extreme—the former being based on qualitative considerations and the latter on quantitative ones. The supporters of the former view object to the indiscriminate multiplication of schools teaching Stds. V-VII on the ground that such a step would prevent the establishment of fully attended and efficient central schools, while the latter says that an attempt to establish big and efficient central schools will keep out a large number of children, particularly girls, out of schools altogether, because children will find it difficult, if not impossible, to walk over a distance of two miles or more

every day to attend the school. (This will be required at least twice a day, and occasionally even four times daily.) As a compromise between these two viewpoints and as a practical solution of the problem in the existing conditions, we make the following recommendations—

- (1) Wherever possible (and necessary in the light of the recommendations made by us in the following paras) Government should establish *central schools* teaching Stds. V–VII. Every central school should satisfy the following conditions—
 - (a) There should be at least 20 pupils in each of Stds. V–VII ;
 - (b) Each one of the Stds. V–VII should be in charge of a separate and trained teacher ; and
 - (c) The Head Master of the school must be a specially selected and capable person ;
- (2) *First Grade primary schools* should be established in as many villages as possible subject to the following conditions—
 - (a) There is no central school within a distance of two miles ;
 - (b) The school has at least three teachers ;
 - (c) Stds. V–VII are necessarily placed in charge of trained teachers ; and
 - (d) The total number of pupils reading in Stds. V–VII is not less than 20 ;
- (3) *The development of higher tops* (either Std. V or Stds. V and VI) should be permitted in any primary school subject to the following conditions—
 - (a) The school concerned is beyond a distance of two miles from any central or first grade school ;
 - (b) If the opening of Std. V only is contemplated, there should be 8 or more pupils enrolled in the standard ;
 - (c) If both Stds. V–VI are to be developed, there should be at least 15 pupils enrolled in these standards.

If these recommendations are accepted, we believe that a workable compromise will be evolved under which the development of well-attended central schools teaching Stds. V–VII will be possible without causing undue hardship to pupils living in remoter villages and desiring to study in the upper primary standards. While giving effect to these recommendations, we are anxious to see that the existing provision of upper primary education is not adversely affected by them. With this object in view, we make the following recommendations—

- (1) The existing first grade primary schools should be continued for a period of 3 years even if the attendance in Stds. V–VII is less than 20. The first grade school should be abolished if, after giving notice to the people of the locality, the attendance does not rise to 20 or more in a period of three years ;
- (2) The higher tops in existing schools may be abolished after one year if such schools are within a distance of two miles of a place where

a central or first grade school has been established. In other cases, they should be continued for a year or two, even if the attendance is less than what we have recommended as necessary. The people of the locality should be given notice that these higher tops will be abolished unless the attendance rises to the prescribed figure and necessary action taken accordingly in due course.

47. Of the various types of schools providing upper primary education, the primary schools having higher tops or the first grade primary schools need not be discussed in detail. They will not be able to impart a very high standard of education, but they will serve a useful purpose in retaining pupils in schools even after the upper age limit for compulsion is passed and in providing facilities of upper primary education on a sufficiently broad basis; the case of the Central Schools is, however, entirely different. They will be the pivotal educational institutions in rural areas and their location and development will form the most important aspect of the improvement of rural primary education in particular and rural social life in general.

Like the first grade primary schools, they will teach the upper primary standards; but we consider that they should have three important functions in addition. The first of these is that a central school should serve as a model to the other primary schools in the neighbourhood. If the standard of primary education in rural areas is to be raised, it is necessary that the teachers working in village schools should have before them, within easy distance, a model school conducted on proper lines. Every central school will have to be conducted to serve as such a model. The existence of such central schools will show the other primary schools in the neighbourhood, concrete methods of improving their own schools and will provide a constant inspiration for better and improved methods of teaching. If such central schools are maintained in all parts of the Province, they will eventually result in raising the standard of education in all primary schools. The second function of the central schools is to act as a unit in the administrative system so as to enable Government to decentralize authority and to make the supervision of rural schools less costly and more efficient. The third function of a central school is to serve as a community centre to its neighbourhood. It is these three aspects of the central schools that will distinguish them from other primary schools and we, therefore, propose to discuss them in detail.

48. With a view to making the central schools model institutions, we make the following recommendations—

Central schools as Model schools.

- (1) The Head Master of the central school should be very carefully selected. He should be an experienced and trained teacher and should have the necessary vision and zeal for his work. It is essential that the appointment of these Head Masters should not be made by mere seniority and that really able persons who have shown their aptitude for the work be selected for the appointment.
- (2) The central schools should have a decent building, since building also is an educational tool. Their equipment should be adequate. In particular, care should be taken to see that the equipment for the teaching of the craft and physical education is provided in full.

There should be a good library for pupils and a library for teachers as well. There should be a modest science laboratory and a projector for visual instruction.

- (3) The schools should be provided with an adequate playground and, with a plot for purposes of Kitchen-gardening.
- (4) Wherever possible and necessary, a hostel should be attached to the Central school.
- (5) The furniture provided should be *Bania* desks and wooden planks or mattings for sitting.
- (6) Special emphasis should be laid on extra-curricular activities.
- (7) Every central school should also conduct a class for part-time or continuation education in Stds. V—VII for those children who are forced, on economic grounds, to stop their whole-time education after passing Std. IV, but who desire to study further.

In our opinion, the first step in the programme of qualitative improvement of primary education should be the organization of such central schools which will also serve as models to other primary schools in the neighbourhood. All available resources should, therefore, be utilised and the programme of establishment of central schools should be accomplished in a period of five years. A special and an adequate grant should be sanctioned for (a) acquiring play-grounds and agricultural plots, (b) construction of buildings and (c) for providing the necessary equipment to these central schools. Immediate surveys of all districts should be carried out and the location of these central schools should be decided upon in the manner indicated in para. 51 below. Such surveys can be conveniently carried out by the District School Boards. In this connection, our attention has been drawn to the Survey of the Surat District conducted by the Surat District School Board. The details of this survey are given in Appendix H for ready reference. The best teachers available in every district should be appointed as Head Masters of the central schools and should be put through a short training course which will explain to them the ideology behind the central schools and the manner in which they will be called upon to work it out.

49. As pointed out earlier, central schools can also serve a useful purpose as a primary unit in the administration and supervision of rural schools. Under the present scheme of the organization of primary schools in the rural areas, each school is independent of, and isolated from, every other rural school and two primary schools in the neighbouring villages (or even two primary schools in the same village) have officially nothing in common. Each school exists for itself and all are subordinate to the distant authority of the Administrative Officer. Such a centralized system has obviously several disadvantages. It does not make any attempt to co-ordinate the work of the different primary schools working in the neighbourhood. It fails to secure professionally corporate life for primary teachers and to break down their isolation. It leads to delays in the disposal of cases sent up by individual schools, even in such small matters of frequent occurrence as the appointment of a substitute for a teacher on leave. It makes supervision infrequent and ineffective, so that there is no adequate scope for improvement of educational standards; and finally, it converts the inspecting officer into a 'police officer' rather than into a 'philosopher, friend and guide' that he ought to be to the teachers. The only way in which this sad position can be improved is to

Central schools as administrative units.

decentralize authority and this can be most conveniently done by adopting the central schools as the primary unit in the administration and supervision of rural schools. As an illustration of the above view point, we would like to suggest that the following functions may be conveniently delegated to the central school.

(i) *Distribution of pay*—At present, the salary of teachers is distributed by the taluka masters through the taluka peons. The taluka peon is expected to disburse the salary of teachers at their respective schools. Occasionally, however, he meets the teachers of neighbouring schools at a convenient place and disburses the salary. Instead of this existing system, a new system can be adopted with the central schools as centres. Every primary school should prepare its pay bills and send them on to the central school under which it is placed. This can be done more conveniently because a central school will be more easily accessible than a taluka school. The Head Master of the Central School will then consolidate all the pay bills and pass them on to the Administrative Officer. This consolidation will take only a short time because the number of primary schools that will be placed under a central school will not be large and the consolidated report can be conveniently sent to the Administrative Officer because the village where the central school is located will almost always have a branch post-office at least. The Administrative Officer will then issue separate cheques for the amount of the salary required in each central school in favour of the Head Master of the Taluka school who will cash these cheques and send the amount, through the taluka peon, to the Head Master of the central school concerned on a specified day. All the teachers under the jurisdiction of the central school may gather at the central school on a specified day and receive their salary. It is obvious that this system of distribution of salaries to rural teachers is far more advantageous than the existing system of distribution through the taluka masters.

(ii) The central school will be a convenient place and an agency to organize periodical meetings of teachers, to hold conferences, to give demonstration lessons or to organize informal discussions on educational topics. They will thus be a powerful means of breaking the intellectual isolation of the rural teacher and will be an efficient centre for broadcasting the latest developments in educational theory and practice.

(iii) The central school will be a very efficient and convenient agency for organizing inter-school activities such as sportsmeeting, dramatics, social service projects, recreational programmes, and co-operative societies for pupils.

(iv) The central schools should be a very convenient channel of correspondence between the Administrative Officer on the one hand the individual primary school on the other.

(v) The taluka schools at present are responsible for the distribution of orders, circulars, books, stationery, furniture, equipment, etc. received from the School Board office among the primary schools in the taluka in accordance with the instructions given by the Administrative Officer. This work can be more conveniently done through the central schools because they will be more easily accessible to individual primary schools than the taluka schools.

(vi) If a teacher in charge of a single-teacher school proceeds on leave, he should be required to report immediately to the Head Master in charge of the central school who should make immediate arrangements, by deputing

one of his assistants, if necessary, to keep the single-teacher school functioning. We understand that a proposal regarding the appointment of relieving teachers has been made by the Provincial Board of Primary Education. When it is sanctioned, the relieving teachers should be attached to selected central schools and placed under the control of the Head Masters of such schools.

The above list need not be taken as exhaustive in any sense. It merely indicates the manner in which central schools can be made to function as administrative units for the group of primary schools situated within a convenient distance from them. If this principle is accepted by Government, it should not be difficult to work out a complete list of administrative functions which can be delegated to the central school.

50. The third aspect of the central schools is to serve as a community centre to its neighbourhood. At present the average primary school does not have any significant place in the life of a rural community. This is a very undesirable state of affairs and we would strongly urge the department, with all the emphasis at our command, to take early steps to break up this isolation of the rural school. We believe that a school can never make substantial progress unless it receives co-operation from and the support of the community around, and that no reconstruction of a community is possible unless the school can be made to serve as a centre of its life from day to day. It is, therefore, necessary ultimately to develop every primary school as a community centre; but a beginning in this direction can be made with the central schools which should be made to serve as community centres right from the start. With this object in view, they should conduct a social education class for the adults in the neighbourhood; organize games and recreational activities for the adult population, conduct school surveys, stage school dramatics for the recreation and education of the community and generally undertake such other social service activities as would enable them to establish a multiple and close contact with the neighbourhood. Once the central schools take the lead in this essential experiment it would be easy for the other primary schools to follow its example as far as possible and, within a few years, every school will become a community centre for its neighbourhood.

51. If central schools are to serve as models to other primary schools in the neighbourhood and, in addition, to function as administrative units, and community centres, the question of their proper location in rural areas assumes fundamental importance. It is, therefore, necessary to group the contiguous villages in some suitable manner and to locate the central school at a centrally situated place in this group. From this point of view, it would be very convenient to take advantage of weekly bazaars in so far as Maharashtra and Karnatak are concerned. The institution of the weekly bazaars is of hoary antiquity and has, on account of its innate vitality, survived the political and other vicissitudes in the country. As the people of the central bazaar village and the neighbouring villages have been meeting together once a week for a bazaar for years together, several socio-economic bonds have been created in the life of these villages, and one may almost regard the entire group of villages as a compact region. The central village in which the weekly bazaar is held provides excellent opportunities for work in the neighbouring villages, either as a propaganda centre or as an administrative unit. The bazaar villages generally have at least a branch post office and if some have not, it should be easy to

provide them with one. This makes it possible to organise a good reading-room in these places and to correspond with the institutions located in such villages. Secondly, most of the bazaar villages are accessible by road so that it would be convenient to inspect and supervise the work of institutions located in them from a district centre. Thirdly, as people from every village in the neighbourhood come to the central village for the bazaar once a week, an organization situated in the bazaar village can send messages or letters or parcels conveniently to the neighbouring villages and also receive messages, letters, parcels, etc. from them with equal convenience. Lastly, any institution located in a bazaar village would provide the best opportunity of reaching the largest number of people and influencing, not only the life of the village in which it is located, but also the life in the neighbouring villages. For all these reasons, it would be better to group villages and hamlets on the basis of the weekly bazaar and to locate a central school at the bazaar village itself.

In Gujarat, the weekly bazaars do not exist except in Adivasi areas. There the villages will have to be grouped into convenient units. The central school should be located in the principal village of the group and all the other villages included in the group should not be more than five miles distant from the principal village.

We would like to state that the principle of the weekly bazaar should be followed as a major guiding principle only in those areas where such bazaars exist. It should not be adhered to very rigidly, and if convenience so dictates, there should be no objection to locate a central school at a place where a weekly bazaar is not held or not to establish a central school in a village where a weekly bazaar is held.

We recommend that every district in the Province should be surveyed from this point of view. A specific plan should be prepared for each district showing (a) the number of groups in which all the villages in the district can be conveniently divided, (b) the principal village of each group where the central school should be located, and (c) the population of each village included in the group and its distance from the principal village. The plan should also include proposals showing the existing provision of primary education in each principal village and the manner and the time in which it is proposed to establish an efficient central school in each of them.

52. This planning of the central schools in rural areas will make it possible

Central schools as an integral part of the planning of social services in rural areas.

for Government to provide upper primary education to the rural public at a minimum of cost and to the best advantage possible. We would, however, like to point out that this problem of planning central schools cannot and should not be treated in an isolated manner. It has to be co-ordinated with the provision of secondary schools in rural areas. The next step would be to co-ordinate this planning of educational institutions with the planning of all the social services provided by other departments of Government such as the Postal Department, the Agricultural Department, the Co-operative Department, the Medical and Public Health Departments, the Industries Department, etc.. For instance, the Postal Authorities should provide at least a branch post-office in every village where a central school is located; the Co-operative Department should have a multi-purpose society and a co-operative sale and purchase shop at these centres; the Agricultural Department should have its demonstration plots or model farms located in the central village and its exhibition, etc. should preferably be held in these places. The Medical Department and the Veterinary

Departments should locate their dispensaries and sub-dispensaries in these places only, unless there are very strong reasons to the contrary. If all such social services provided by Government are thus planned comprehensively and co-ordinated properly in rural areas, there is no doubt that best results will be obtained at a minimum cost. We, therefore, recommend that the planning and location of central schools in rural areas should not be treated as an isolated problem. It should be co-ordinated with the provision of secondary schools and more generally, with the planning of all social services provided by all departments of Government. In our opinion, the planning of educational institutions should be the pivot round which all other social services in rural areas should be planned and co-ordinated.

53. Our attention has been drawn to such a comprehensive plan of social services in rural areas attempted in the Kolhapur State.

An illustration of comprehensive planning.

This State has a population of about 10,92,000 (1941 census) and 1056 villages and towns. These have been divided, on the principle of weekly bazaars, into 73 groups of villages and hamlets. All groups, however, are not of the same size and they are, therefore, divided into three groups in order of importance which have been designated "A", "B" and "C". The educational services to be provided at each of these centres have been worked out in detail and similar plans have been prepared for every social service activity of Government. Lists showing the villages in each group with their population and distance from the principal village have also been prepared and published. We suggest that similar surveys be made for every district in this Province. These surveys will not require heavy expenditure nor a long period of time and we, therefore, strongly recommend that they may be carried out for every district in the Province as early as possible. A short note on the Kolhapur survey is enclosed (Appendix E) for purposes of ready reference.

CHAPTER IX

Problems of administration and supervision of primary schools

54. In the preceding chapter, we discussed how the central schools should be located in rural areas and how they should be used as administrative units for certain minor functions. We shall now proceed to discuss the position of the central schools with reference to the wider problem of the administration and supervision of primary education. We feel that it is neither possible nor desirable to evolve one system of administration and supervision for central schools and another for the other types of primary schools, and it will always be essential to treat all primary schools together in so far as the problems of administration and supervision are concerned. In this Chapter, therefore, we shall discuss the general problem of administration and supervision of primary schools. As this problem differs fundamentally from one environment to another, we shall first deal with the problem in rural areas and then with that in urban areas.

55. The existing system of the administration and supervision of primary schools in rural areas has four important features:-

Existing system of administration and supervision in rural areas.

- (1) Centralisation of authority in the district headquarters ;
- (2) Dual control created by the division of authority between the Administrative Officer and the Deputy Educational Inspector ;
- (3) Multiple supervising agencies for primary schools ; and
- (4) Lack of adequate interest shown by the public in local primary schools in many rural areas.

While dealing with the administrative aspects of the central schools in the preceding chapter, we have already shown how authority is centralized in district headquarters, how every school is independent of another and subordinate only to the district office with which it maintains a direct relationship, and how several inconveniences arise from this arrangement. We have also recommended, in this connection, that steps should be taken to decentralise administrative authority and that the central schools should be adopted as administrative units in certain matters so as to give them a place *between* the primary schools in their neighbourhood on the one hand and the district headquarters on the other. This aspect of the problem does not, therefore, need any further discussion and we shall confine our remarks in this chapter to the remaining three aspects and one or two minor problems of administration.

56. With regard to the second feature of the existing system of the administration and supervision of rural primary schools, we find that, under the provisions of the Bombay Primary Education Act, 1947, and rules made thereunder, the administration of primary schools has been separated from their inspection.

The former is entrusted to the District School Boards and their chief executive officer, the Administrative Officer, while the latter is entrusted to the Deputy Educational Inspector of the district and his subordinates as well as to the Administrative Officer and his staff. This bifurcation of authority raises the following important issues:-

- (1) What are the circumstances that have led to the separation of the administration of primary schools from their inspection ?
- (2) Should there be *one* agency to administer *and* inspect primary schools or should these functions be discharged by two agencies as at present ? and
- (3) If there is to be one agency to do both the functions, what should that agency be and how should it be organized ?

57. It seems to be the general impression that the separation of the administration of primary schools from their inspection is a necessary corollary to the division of authority over primary education between the School Boards and the Provincial Government. But the history of the problem in this Province will show that this is not correct.

Circumstances that have led to the separation of the administration of primary schools from their inspection.

The Local Fund cess was levied in this Province under Government Resolution, Revenue Department, No. 3115 of 16th September, 1863. This resolution also constituted District Local Fund Committees which were given some control over the appropriation of the Local Fund cess to primary education. In 1869, the Bombay Local Fund Act was passed which legalised the levy of the Local Fund cess, continued District Committees and gave them some authority over the expenditure of local funds for primary education. A further and a bolder step was taken in 1884 when, under the District Local Board Act of that year, a few but definite powers over the administration of primary schools were transferred to the District Local Boards. In spite of all these changes, however, the day to day administration and inspection of rural primary schools continued to vest in a single agency, viz., Deputy Educational Inspectors and their assistants. The arrangement worked quite satisfactorily and continued to function till 1923.

The Bombay Primary Education Act, 1923, was a bold measure under which almost all powers over primary education were transferred to the District Local Boards. But even under this revolutionary change, the administration and inspection of primary schools continued to be united in a single agency, viz., the newly created Administrative Officer of the District School Board and the 'supervisors' who assisted him. The earlier agency which administered and supervised the primary schools almost disappeared from the scene; the posts of Deputy Educational Inspectors were held in abeyance; and the Assistant Deputy Educational Inspectors were transferred to the District School Boards as 'supervisors'; and Government satisfied itself by maintaining one Inspecting Officer in each District. This arrangement continued in force until the Bombay Primary Education (Amendment) Act, 1938, was passed. It is claimed that the combination of the administrative and inspecting functions in the District School Boards did neither work smoothly nor in the interest of primary education generally. Assuming that this is true, the defect is obviously due to the weakness of the position of the Administrative Officer under the Primary Education Act, 1923, and the failure of some of the Boards to perform their duties.

properly, and *not* to any intrinsic weakness in the proposal to unite the administrative and inspecting functions in one agency.

It will be seen from this historical survey that the control over primary education was divided, in various measures, between the Local Bodies and the Provincial Government right from 1863 ; and yet only a single agency continued to perform the two functions of administration and inspection of the rural primary schools throughout the period from 1863 to 1938 – the agency being Government upto 1923 and the School Boards from 1923* to 1938.

The separation of the administration of rural primary schools from their inspection was introduced, for the first time, by the Bombay Primary Education (Amendment) Act, 1938. Prior to 1923, almost all the authority over Primary Education vested in Government, while under the Primary Education Act of 1923, almost all the authority over it came to be vested in the District School Boards. The second of these positions was considered no longer tenable by many and it was not possible to go back to the first because of the opposition by local bodies. The Bombay Primary Education Act, 1938, therefore, worked out a compromise by separating the inspection of primary schools from their administration. The latter was left with the District School Boards with the important proviso that the Administrative Officer would be a servant of the Provincial Government with independent powers in the matter of controlling primary teachers and the former was taken over by Government. The posts of the Deputy Educational Inspectors were revived, and the supervisors working under the Administrative Officers were retransferred to Government as Assistant Deputy Educational Inspectors.

It must be remembered that even at this time, the separation of administration from inspection was *not* advocated on the ground that these functions should not be combined in one agency. The supporters of the Act had no objection to the abolition of the Boards and to the combination of both these duties in a single Government agency. The only arguments advanced in support of the measure were two : (a) the School Boards will not function properly unless inspection is taken over by Government ; and (b) Government must have wide powers of control, including that of inspection, because it provides the largest part of the expenditure on primary education. It is, therefore, obvious that the separation of inspection from administration did not arise from the notion that it is wrong to combine these functions in one agency.

From this historical analysis, we draw the following conclusions —

- (a) The argument that it is unsound to combine administrative and inspecting functions in one agency cannot be supported ;
- (b) Both these functions had been combined in one agency right from 1863 to 1938 ; and
- (c) The separation of these two functions was primarily due to a desire to remedy some of the defects in the then existing system of administration.

58. Putting aside the problem of the origin of this separation between administration and inspection, let us see whether the new arrangement worked satisfactorily.

Failure of the separation of administration of rural primary schools from their inspection.

*Some School Boards did not take over the control of primary education till much later because of certain controversies over the financial aspects of the Act.

When the Bombay Primary Education (Amendment) Act, 1938, was passed, it was hoped that the separation of administration of rural primary schools from their inspection would create no insuperable difficulties in the day-to-day administration. But unfortunately, these hopes did not materialise and the working of the Act gave rise to a number of practical difficulties. The first and the most important difficulty experienced was that the Administrative Officer could not discharge his responsibilities of administration properly because he did not have any touring assistants. For instance, if a complaint against a primary teacher was received, it was clearly the duty of the Administrative Officer to enquire into it and to pass orders thereon. As it was obviously no part of the duties of the inspecting officers to enquire into such complaints, the Deputy Educational Inspector had a right to refuse to deal with them. But the Administrative Officer had no touring assistants at all, and it was physically impossible for him to attend to all such complaints that came up for consideration. The second difficulty experienced referred to the lack of co-ordination that often arose between the work of the Administrative Officer and the Deputy Educational Inspector. Prior to 1938, this problem did not simply exist because both the administration and inspection of schools was done by a single officer. But now the Deputy Educational Inspector caused a school to be inspected and put down his views regarding the work of the teachers and his proposals for improvement. He was, however, only a recommending officer and was not able to issue any orders direct to the teachers, nor to take any punitive action nor to sanction any expenditure, however small. He had only to forward the papers to the Administrative Officer who was authorised to pass orders on the points raised by him. Sometimes no action was taken on the proposals. Oftener, the action was delayed to such an extent that efficiency of administration suffered; and not infrequently, the Administrative Officer did not agree with the view taken by the Deputy Educational Inspector. Very often the Deputy Educational Inspectors also delayed matters and made unworkable suggestions. The delays and difficulties created by this lack of co-ordination and the consequent loss of efficiency can easily be imagined. The third difficulty experienced referred to the dilatory method of correspondence that became inevitable as a result of the separation of administration of the primary schools from their inspection. Whenever an important case arose and came to the Administrative Officer he had to pass it on to the Deputy Educational Inspector who would send it to the Assistant Deputy Educational Inspectors for investigation and report. It would then come back through the same channel and the final orders were thus considerably delayed. Generally speaking, the Administrative Officer could enquire only through the Deputy Educational Inspector and his assistants, while the Deputy Educational Inspector could communicate to the schools only through the Administrative Officer. There were also a few other difficulties of a minor character which were connected with this separation of the administration of primary schools from their inspection but they need not be considered here.

It must be admitted that the Department has tried its level best to overcome these difficulties. For instance, orders have been issued to the effect that the Assistant Deputy Educational Inspectors should enquire into complaints against teachers, should assist the Administrative Officer in framing proposals for transfers of teachers and in certain other matters which are really connected with the administration of primary schools. Secondly, some Assistant Deputy Educational Inspectors have been posted on special duty to assist the Administrative Officers in the performance of their duties. Thirdly, periodical meetings between the Administrative Officer and the Deputy Educational Inspector are arranged

to see that co-ordination is brought about as greatly as possible. In other words, the Deputy Educational Inspector and his assistants did a good deal of work connected with the administration and assisted the Administrative Officer, and the actual conditions were much better than what they would have been if the Bombay Primary Education Act, 1938, had been literally interpreted. It is obvious, however, that these half measures could not remove the fundamental defects of a dyarchical administration. We feel, therefore, that the system of dual control by the Administrative Officer and the Deputy Educational Inspector which was introduced by the Bombay Primary Education (Amendment) Act, 1938, has not succeeded and that a single agency to administer and inspect primary schools must be created as early as possible.

59. There was a chance for this welcome reform to be introduced under the Bombay Primary Education Act, 1947. But this Act has continued the bifurcation and dual control which was introduced by the Bombay Primary Education (Amendment) Act, 1938. In fact, the Bombay Primary Education Act of 1947 authorises the District School Boards, subject to previous approval of Government, to appoint Assistant Administrative Officers and supervisors. The provision regarding supervisors was an eleventh hour amendment accepted by the legislature and its obvious intention is to provide touring assistants to the Administrative Officer. If full effect is given to it, we shall soon have two parallel agencies—one under the Deputy Educational Inspector and another under the Administrative Officer—the first of which will deal mainly with inspection and the second mainly with administration. Such an arrangement may lessen delays in some cases but it will still lead to lack of co-ordination and may even create complications.

60. We thus note that the arrangements proposed by the Bombay Primary Education Act of 1947 are far from satisfactory and it is our considered opinion that the anomalies in the present system will not be satisfactorily removed unless the posts of Deputy Educational Inspectors and Administrative Officers are combined into one and unless a single agency is created for performing both the duties of administration as well as inspection. We note that the Administrative Enquiry Committee has come to the same conclusion. Its views on this problem are so important that we quote them below in full :—

Administrative Officers.

“ 207. It is evident that under the new Primary Education Act, the whole responsibility for this kind of education will rest with Government and the local authorities who were at least in partial control since the Act of 1923 was passed, will have practically no concern with it. We agree with this reversal of policy in the special circumstances of the time. When Government is providing almost the whole of the funds needed for compulsory education, they must obviously retain in their own hands the direction and fulfilment of the programme. And this becomes all the more necessary when a concerted drive for the removal of illiteracy throughout the Province has to be completed within a fixed period. But when this goal has been reached, or even at an earlier stage when the path towards it has been clearly defined and obstacles overcome, we feel that primary education should again be entrusted to local control and that sufficient sources of revenue should be made available to local bodies to enable them to bear the cost. Such

Provisions of the Bombay
Primary Education Act,
1947.

Recommendations of the
Administrative Enquiry
Committee.

decentralization would accord with modern thought and practice in other countries and would relieve Government of a burden which there would then be no need for them to carry, besides encouraging local enthusiasm and sense of public duty."

" 208. Meanwhile, however, so long as the participation of local authorities in primary education is practically in abeyance we can see no reason why the Administrative Officers' posts need continue. It appears that they are to be kept in existence in deference to local sentiment and as a kind of pledge to local authorities that their control over primary education will one day be restored. We do not think that such considerations warrant the retention of unnecessary posts. The duties of an Administrative Officer run parallel to those of the Deputy Educational Inspector and are thus redundant. The School Boards cost nothing and may continue with such functions as the Act allows. But expenditure on the unnecessary duplication involved in retaining the Administrative Officers' posts appears to us waste of money, and we feel that these posts should be abolished. Their disappearance should cause no hindrance to the return of control over primary education to local authorities if and when Government decide that this should be done. "

While we entirely accept the view of the Committee that there should be a single agency for the administration and inspection of primary schools, we cannot accept their proposal that the posts of Administrative Officers should be abolished. A better alternative would be to combine the posts of Administrative Officer and the Deputy Educational Inspector into one and to designate the new officer as "Superintendent of Schools." All the existing duties of the Administrative Officer and the Deputy Educational Inspector such as being the Secretary of the School Board, Dist. Building Committee, Staff Selection Committee, etc. should be vested in him and all officers in the District who are now subordinate to the Administrative Officer and the Deputy Educational Inspector should be placed under him.

61. The third feature of the existing system of administration and supervision of primary schools is the plurality of supervising agencies. At present there are three agencies which administer and inspect primary education, viz. (a) the Inspecting Officers of Government, (b) the Administrative Officer and his assistants and (c) attendance officers. If the recommendations made by us in the preceding para are accepted by Government, the first two of these agencies will be combined into one; but the attendance officer will still continue to form a separate cadre. The question for consideration, therefore, is whether it is desirable to have a separate cadre of officers for enforcement of attendance or whether it would be better to combine all these functions into one agency only.

The duties of the attendance officers are enumerated in rule 68 of the Bombay Primary Education Rules, 1949. It is quoted below for ready reference:—

" 68. *Duties of attendance officers*:— Subject to the instructions that may be issued by the Administrative Officer, the attendance officer, so far as his beat is concerned, shall be responsible for—

- (a) the organization and supervision of the census work and collection of statistics for the preparation of a scheme of compulsion;

- (b) the maintenance of a correct and up-to-date census register ;
- (c) the issue of attendance notices ;
- (d) the enrolment of all children liable for compulsion in schools within 2 months of the commencement of the school year ;
- (e) arranging for the receipt of reports about enrolment and attendance from head teachers of all primary schools and submission of monthly reports on attendance to the Administrative Officer ;
- (f) visiting schools and homes of pupils who are not enrolled or are irregular in attendance or are absent from schools ;
- (g) issuing of warnings and attendance orders provided the necessary power has been delegated to him ;
- (h) the enforcement of compulsory attendance by preparing cases for prosecution and if authorised in this behalf by the Administrative Officer by lodging complaints before a Magistrate, Village Bench, or other person empowered in this behalf by the District Magistrate, and
- (i) such other work including inspection and supervision work as may be assigned to him by the Administrative Officer or Assistant Administrative Officer from time to time."

In so far as rural areas are concerned, these duties will have to be considerably altered. Some of these duties will have to be delegated to the Head Masters of village schools or teachers. We consider that it would not be possible for a single attendance officer to manage a large number of village schools and, therefore, it would be desirable to delegate some of these duties to the Head Masters of village schools. For instance, the following duties are better entrusted to the Head Masters of village schools:—

- (a) the maintenance of a correct and up-to-date census register ;
- (b) the issue of attendance notices ; and
- (c) the enrolment of all children liable for compulsion in schools within two months of the commencement of the school year.

The first of these duties can best be done by the Head Master of the rural school and the attendance officer should only be required to see that the Head Master has maintained the register correct and up-to-date. The second duty is purely formal and mechanical. We, therefore, feel that the attendance notices should, in the first instance, be issued by the Head Master of the rural school. With regard to the third duty, we feel that it should be considered a legitimate part of the Head Master's responsibilities rather than of an attendance officer. We, therefore, recommend that these duties should be deleted from Primary Education Rule 68 and entrusted to the Head teachers, subject to general supervision by the attendance officers, by a suitable amendment of Primary Education Rule 70(2)(g). The remaining duties of the attendance officers are such as can be conveniently combined with general work of administration and inspection. We, therefore, feel that it should be an advantage to combine the remaining duties of inspection and administration and to create a single cadre of officers who will do all work connected with the administration and inspection of primary schools and the enforcement of attendance. We find that the Department has, in theory, no objection to such a combination because rule 68(1) of the Bombay Primary Education Rules, 1949, speaks of entrusting the duties of

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dut administration and supervision also to attendance officers in addition to their
ies connected with the enforcement of attendance.

Fi 62. The advantages of our proposal to institute a single cadre for admini-
stration, inspection and enforcement of attendance are
in al recommendations. several. To begin with, it will lead to a great economy
expenditure because every officer will be restricted to a small area and the
the enditure on travelling allowance will be considerably reduced. Secondly,
will responsibility of the inspecting agency will be considerably greater because they
for now be responsible for the improvement of the school as a whole and not
from certain isolated aspects of its work. Thirdly, the teachers will be saved
each the bother of having to attend upon a large number of touring officers
posh of whom visits the school for an isolated purpose. Fourthly, it will be
visible for the Inspecting Officers to spend a considerable time in villages they
lack and to examine every activity of the school. Fifthly, all overlapping,
visit of co-ordination and red-tape that now arise from the plurality of super-
rechg agencies will be avoided. We, therefore, very strongly make the following
ommendations :—

- (1) There should be a single cadre of supervising officers ;
- (2) The duties of administration, inspection and enforcement of attend-
ance should all be entrusted to this single agency ;
- (3) The head of this single supervising agency in the district should be
the Superintendent of Schools ; below him there should be such
number of Assistant Superintendents as may be necessary to help
him in the work of administration, and finally, there will be the neces-
sary number of supervising officers as suggested in (4) below ;
- (4) One supervising officer should be appointed for not more than 30
villages or 3,000 pupils in rural areas and 5,000 pupils in urban areas.
He should be required to stay within his beat, to tour for not
less than twenty days in a month and to visit schools within his
jurisdiction at least twice in three months ;
- (5) The following duties of the attendance officers should be transfer-
red to Head Masters of schools—
 - (a) the maintenance of a correct and up-to-date census
register ;
 - (b) the issue of attendance notices ; and
 - (c) the enrolment of all children liable for compulsion in
schools within 2 months of the commencement of the
school year ;

and

- (6) All other duties of the attendance officers should be transferred to
the new cadre of supervising officers who would perform in addi-
tion, all the duties that are at present being performed by the
Assistant Deputy Educational Inspectors in respect of primary
education and all the duties that are proposed to be entrusted to the
supervisors that will be appointed under the Bombay Primary
Education Act, 1947.

63. Under the new scheme, as we visualise it, the duties of the taluka masters will have to be considerably reduced. Rule 70 (3) of the Bombay Primary Education Rules, 1949, describes the existing duties of the taluka masters in the following words :—

Changes in the duties of the Taluka masters.

“ (3) *Duties of taluka teachers*:-In addition to his duties as a primary school teacher or head teacher, as the case may be, a taluka teacher, subject to such instructions as may, from time to time, be issued to him by the Administrative Officer, shall —

- (a) be responsible for collecting the pay bills of all schools in the Taluka and forwarding them to the Administrative Officer before such date as may be specified by the Administrative Officer in this behalf ;
- (b) be responsible for cashing the cheques or cash orders in regard to the pay and other bills of all schools in the Taluka and for disbursing the pay and other bills ;
- (c) forward to the Government treasury every month before such date, as may be specified, by the Administrative Officer in this behalf, collection of fees, fines and other moneys received from the head teachers in the Taluka in the preceding month, pass receipts to the head teachers concerned, send the treasury receipts to the Administrative Officer and keep the duplicate receipt for his record ;
- (d) be responsible for the distribution of orders, circulars, books, stationery, furniture, equipment, etc. received from the School Board office among the primary schools in the Taluka in accordance with the instructions given to him ;
- (e) furnish in favour of the District School Board security of Rs. 400 ; and
- (f) perform such other duties or conform to such instructions as may be required of or be given to him by the Administrative Officer. ”

Under the new scheme, the taluka masters will have only two of these duties to perform, viz., (b) and (c). The duties (a) and (d) which are now included in this rule should be transferred to the Head Masters of central schools as already recommended by us in the preceding chapter and a suitable sub-rule to that effect should be added to rule 70.

64. The last question connected with this problem is that of the division of authority between the Provincial Government and the local bodies in so far as the control of primary education is concerned. We find that there is not much opposition to the creation of a single agency to administer and inspect primary schools and to enforce attendance ; but opinions are keenly divided regarding the question whether this single agency should be under the local bodies or under the Provincial Government. According to one view, it should be under the local bodies ; according to the other, it should be under the Provincial Government which provides a major portion of the expenditure on primary education.

After a careful review of all aspects of the problem we recommend that the Bombay Primary Education Act, 1947, should be amended on the following lines :—

Division of authority between the Provincial Government and the local bodies with regard to the control of primary education.

- (1) The portions relating to the Administrative Officer, the Assistant Administrative Officers, supervisors and inspecting officers of Government should all be amended so as to create a single agency for the inspection and administration of primary education ;
- (2) An Authorised Municipality should be defined as a Municipality constituted under the Bombay Municipal Boroughs Act, 1925, whose total expenditure on primary education is more than rupees one lakh and which is prepared to contribute not less than 50 per cent of the approved expenditure on primary education ;
- (3) In the case of an Authorised Municipality, the single agency for the administration and supervision of primary education referred to above should be placed under the Municipality concerned ;
- (4) In the case of the rural areas, there should be a School Board for each district which should work in an advisory capacity. Its constitution should be on the same lines as at present and its powers should be as defined in Sec. 13 of the Bombay Primary Education Act, 1947. The power of appointing Asstt. Administrative Officers, supervisors and attendance officers shall not ordinarily vest in the District School Board ;
- (5) Provision should be made in the Act to enable Government, wherever Government considers it expedient, to delegate any or all the powers vested in it under the Act to the District School Board. In particular, Government may authorise the Board to appoint all the subordinate staff except the " Superintendent of Schools ", and may, in deserving cases, place the single agency for administration and supervision under the control of the District School Board.*

65. Until the necessary legislation to give effect to these proposals is passed, we recommend that two features of the French system, viz., the vitalization of school committees and the organization of the " School Chest " should be immediately adopted. Both these features have a common objective in view, viz., the association of the rural public with the administration of the rural schools.

As pointed out in para 55, one of the defects of the administration of primary schools in rural areas is the lack of adequate interest shown by the rural public in local primary schools. This has to be remedied as early as possible. It will readily be granted that in a good system of administration, the rural public must be closely associated with village schools. This is usually done in three ways, viz., by (a) making the school a community centre, (b) evolving a close parent-teacher relationship and (c) by associating the rural public with some parts of the administration of primary schools. We have dealt with the first of these methods already in Chapter VIII ; regarding the second, we recommend that the Department should emphasise the development of a close parent-teacher relationship in all primary schools and that the central schools should lead the way in making this idea popular. The third object can be secured if we adopt the two distinctive features of the French system of the

* In this connection attention is also invited to the additional remarks made by Shri: Kalyan V. Mehta (Vide Appendix I).

administration of primary education, viz., (a) vitalising the village school committees and (b) organizing the 'School Chest'. We, therefore, propose to discuss these two methods in detail in the following two paragraphs.

66. We find that under the Bombay Primary Education Rules, 1949, provision is made to constitute school committees for village schools with a view to associating the rural public with the local primary school. In every village where a Village Panchayat exists, the school committee is elected by the Panchayat. Where there is no Panchayat, the school committee is appointed by the District School Board. The details regarding the constitution and functions of these school committees are given in rules 176-192 of the Bombay Primary Education Rules, 1949, and need not be enumerated here. It is common experience, however, that these school committees do not function satisfactorily and that the villagers are hardly ever found taking interest in their local schools. One of the reasons for this lack of interest is that, under the existing rules, hardly any power worth the name is delegated to these Committees. It is true that in the average village, we do not get capable persons to work on the school committees and, therefore, the powers and duties prescribed for them in the existing rules are the utmost that can be given under the circumstances. But we do occasionally come across villages where really capable persons are available to work on school committees. In such cases, it ought to be possible for the District School Board to delegate more authority to the village school committee, as an exception from the general rule. But the existing rules do not contain any provision for this. We feel that such a provision ought to be made and, therefore, recommend that a rule to the following effect may be added to Section A of Chapter XI of the Bombay Primary Education Rules, 1949 :—

“192-A. It shall be open to a District School Board to delegate to any school committee any powers, other than those enumerated in the preceding rules.”

The existence of such a rule will enable a District School Board to consider the case of efficient school committees on merits and to delegate to them greater authority than what is ordinarily possible or advisable. Among the additional duties and powers that may be delegated, we suggest the following :—

- (1) The power to determine which children shall be provided with books, slates and other materials on account of poverty of their parents ;
- (2) The power to carry out current repairs to school building or special repairs not exceeding a specified amount ;
- (3) Subject to revision, where necessary, by the supervising officer, the power to deal with certain matters with regard to enforcement of compulsion such as issue of warnings, and attendance orders, determination of the reasonableness of the excuse put forward by the parents for non-attendance, etc.

67. Another way in which the rural public can be made to take interest in the local school is to start the institution of the 'School Chest' (*caisse des ecoles*) which is reported to have been very well conducted in France (Vide Appendix F). Under this scheme, every school maintains a chest to which the local public makes voluntary contributions. In order to encourage such contributions,

Government makes a definite grant-in-aid to every school chest at a fixed proportion of the total amount collected locally. The whole amount, including the Government grant-in-aid is placed at the disposal of the local school committee for expenditure in connection with the school. It is usually utilised for such items as providing the school with equipment, managing the school garden, taking the children out for excursion, providing extra-curricular activities, providing free meals to poor children, etc. Such an institution deserves to be encouraged in our rural areas. We, therefore, recommend that—

- (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) Government should give a grant to the School Chest at about 25 per cent. of the amount collected locally;
- (d) A certain percentage 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
- (e) The whole amount thus collected should be available for expenditure in connection with certain specified items connected with the local school.

An account of a similar scheme in vogue in Surat District is given in Appendix G.

68. So far, we have dealt only with the problems of administration and inspection of primary schools in rural areas. Some of the suggestions put forward by us with regard to rural schools obviously apply with equal force to the urban schools also. For instance, the creation of a single agency for administration, inspection and enforcement of attendance is a proposal which applies to urban areas as well as to rural areas. But in certain matters, the towns and cities present problems which are fundamentally different from those of villages. It is these special problems of administration and supervision of primary schools in urban areas that will be dealt with here.

We shall take the case of the non-Authorised Municipalities first. We find that under the Bombay Primary Education Rules, 1924, each non-Local Authority Municipality was authorised to appoint a school committee of its own (vide rules 123 to 123-D of the Bombay Primary Education Rules, 1924). These school committees and the non-Authorised Municipalities were generally consulted before taking important decisions regarding primary education in the areas of the non-Local Authority Municipality concerned, i. e. while opening new schools, closing existing schools, preparing schemes for compulsion or expansion on a voluntary basis, etc.. Under the Bombay Primary Education Rules, 1949, however, the right of non-Authorised Municipalities to appoint such school committees has been taken away. No obligation has been laid on the District School Board (or the Authorised Municipality as the case may be) which manages the primary schools of a non-Authorised Municipality to consult it before taking major decisions regarding primary education within its area. In view of the fairly large financial contribution which the non-Authorised Municipalities will be making towards the cost of primary education, and in view of the necessity of utilising the enlightened public opinion which is available

Problems of administration and supervision of primary schools in the areas of non-Authorised Municipalities.

in their areas, for the purpose of expanding and improving primary education, we feel that the existing rules should be amended on the following lines :—

- (a) Every non-Authorised Municipality should be required to appoint a school committee. Detailed rules on the lines of rules 123 to 123-D of the Bombay Primary Education Rules, 1924, may be framed for the purpose;
- (b) It should be made obligatory on the District School Board concerned (or the Authorised Municipality as the case may be) to *consult* the school committee in matters such as the location of new primary schools, closure of existing schools, construction of new school buildings, preparation of schemes for expansion of primary education, etc.
- (c) Powers and duties which are substantially larger than those of the village school committees should be delegated to these school committees.

69. In so far as the Authorised Municipalities are concerned, the main difficulty of the existing law is that they are compelled to administer the whole city as one unit. This becomes impracticable in most cases and obviously it is impossible to administer the primary schools in big cities like Ahmedabad or Poona as one unit in every respect. It is, therefore, necessary to divide such big cities into small "districts" for the purpose of certain minor administrative functions and in particular, for the enforcement of compulsory attendance. Each such "district" should have a school committee to which certain powers should be delegated. Such a decentralised system would be far more efficient than the centralized system which exists today and it is high time that the necessary provision for such a system is made under the Bombay Primary Education Rules, 1949.

70. Mr. R. V. Parulekar has presented a detailed study of this problem in his "Report on the revision of the constitution, powers and duties of the Schools Committee of the Bombay Municipal Corporation and on some educational and administrative problems of primary education in the city of Bombay." He has shown that the administrative system under which the area of a big city is divided into small districts is fairly general throughout the world; and, on the basis of a comparative study of the system as it is in force in important cities, has made the following proposals for the administration of primary education in the city of Bombay—

- (1) The Electoral Ward of the Corporation should be taken as a 'district' for educational purposes;
- (2) There are 34 electoral Wards in the city of Bombay, but as they are not all equal, he recommends that some of these districts should have more than one committee. The maximum number of committees recommended for any ward is three and, in all, he has proposed 75 committees for the 34 electoral districts.
- (3) The duties and functions of these committees will include (i) enforcement of compulsion and securing better attendance of school children; (ii) looking to the physical well-being of children;

- (iii) providing the needy children with requisites for their schooling;
- (iv) arranging for the physical and mental recreation of children;
- (v) collection and distribution of funds for the benefit of the children;
- (vi) visiting the school and serving as a link between the school and the public; and (vii) generally acting as patrons of the school and interesting themselves in promoting the welfare of children.

This system recommended by Mr. Parulekar for the city of Bombay should be adopted *mutatis mutandis* for the cities of Poona, Surat, Ahmedabad Sholapur, Hubli, etc.

CHAPTER X

The Problem of teachers

71. With the abolition of English, Government have directed that a common syllabus should be adopted in all schools teaching Stds. V-VII, irrespective of the fact whether they are or are not attached to secondary schools. Accordingly, a common syllabus has been adopted this year in Stds. V and VI and it will be adopted in Stds. V-VII by 1950-51.

Introductory.

The adoption of a common syllabus, however, cannot by itself, equalise the standard of instruction in upper primary schools on the one hand and the standards V-VII attached to secondary schools on the other. This can only be done if the teachers in upper primary schools are raised to the level of those teaching Stds. V-VII attached to secondary schools and if the upper primary schools are provided with suitable buildings and the necessary equipment. We shall discuss these problems of the qualitative improvement of upper primary schools, which are common to both urban and rural areas, in the course of this chapter and the next.

72. At present the teachers employed in the upper primary schools fall into the following categories—
Existing conditions,

- (a) *Third year trained teachers* : Since third year training has been discontinued, there are only a few teachers left in this category ;
- (b) *Primary School Certificate passed and 2nd Year trained teachers* : These form the bulk of the primary teachers and as Government have already laid down the policy that every primary teacher shall be trained for a continuous period of two years, it may be expected that, in the near future, most of the primary teachers will fall into this category ;
- (c) *Matriculation passed and trained teachers* : These receive training for one year along with the First year trained teachers and are regarded as equivalent to the Primary School Certificate passed Second year trained teachers ;
- (d) *Matric and S. T. C. teachers* : There are a few teachers of this type who were mostly teachers of the English classes attached to upper primary schools and who, with the abolition of the teaching of English will be absorbed as Assistant Deputy Educational Inspectors or primary teachers.

In secondary schools, the following categories of teachers are found teaching Stds. V-VII—

- (i) Graduates with the B. T. (or equivalent) degree.
- (ii) Graduates with S. T. C. or T. D. (Bombay) ;

- (iii) Graduates ;
- (iv) Undergraduates or Matriculates with S. T. C. or T. D. (Bombay) ;
- (v) Undergraduates and Matriculates.

In so far as the secondary schools are concerned, the qualifications of teachers employed to teach Stds. V-VII are fairly satisfactory and the two recommendations called for are (a) that every teacher should be either professionally qualified or put through a short refresher course and that (b) specially trained teachers will be required for teaching crafts. But in the upper primary schools the capacity of the teaching personnel is far from satisfactory. The general education of the average Primary School Certificate passed teacher is so inadequate that, in spite of a training for two years, he is not able to maintain a sufficiently high standard of education in primary schools ; several of these teachers are not fit to manage even Stds. I-IV. In the interests of primary education itself, we would like to have a better type of teachers for all primary standards, and, at any rate, for Stds. V-VII. We admit that among our primary teachers there is a small percentage of really capable persons who have a zeal for the profession and who are well able to manage these upper primary standards ; but such exceptions only prove the rule and one can safely hold that the average Primary School Certificate passed 2nd year trained teacher is not competent to teach even the old syllabus of Stds. V-VII. It, therefore, goes without saying that he will neither be able to do justice to the new common syllabus sanctioned by Government nor to impart education in accordance with the new orientation. His general education having been inadequate, he does not ordinarily have sufficient information for teaching the new syllabus ; and, except in cases where he has been specially trained in a craft either in a training college or in a special class, his ignorance of a craft forms an important barrier to his employment for teaching the new syllabus in which the teaching of a craft has been made obligatory. The matriculate teacher has received the necessary general education but his professional training (whether it is one year's training in a primary teachers' training college, or S. T. C. or T. D.) is inadequate for the purpose of teaching Stds. V-VII. He too is, more often than not, ignorant of a craft. If the new syllabus is, therefore, to be worked out in the proper spirit, and if a common level of education is to be maintained in all schools teaching Stds. V-VII, it is essential to create a new and a better type of teachers for the upper primary schools.

73. On the subject of the minimum general and professional education of teachers to be employed to teach Stds. V-VII, we included the following question in our questionnaire :
 Analysis of the replies to the questionnaire. " What minimum academic and professional qualifications would you suggest for teachers of Stds. V-VII ? "

Among the replies received, 25 persons specifically stated higher qualifications for the Head Masters of schools teaching Stds. V-VII. Twenty-one persons suggested that the Head Masters should be trained graduates and four suggested that they should be graduates. The remaining persons did not suggest any special qualifications for the Head Master. It is, therefore, presumed that the qualifications mentioned by them for teachers of Stds. V-VII are to be considered adequate for the Head Masters also.

Of the 240 persons who replied to the questionnaire, as many as 220 have stated the qualifications of the teachers of Stds. V-VII. These replies may be analysed as follows—

Qualifications.	No. of persons who have suggested the qualifications opposite.
(1) Secondary School Certificate passed and trained teachers knowing craft ; or Primary School Certificate passed and trained teachers knowing craft.	19
(2) S. S. C. passed and trained.	94
(3) S. S. C. passed with S. T. C. or T. D.	89
(4) S. S. C. passed.	18
	<hr style="width: 10%; margin: 0 auto;"/> 220

74. It will be seen from the above analysis that a number of persons have opined that the passing of the S. S. C. Examination should be the minimum general education for a teacher of Stds. V-VII. We entirely concur in this view and recommend that it is desirable to have only those persons who have passed at least the S. S. C. Examination (or any other equivalent examination) as teachers for Stds. V-VII.

General Education of teachers required for Stds. V-VII.

One question that has to be discussed in this connection is that of the subjects a candidate should be required to study in his secondary course in order to entitle him for selection as a primary teacher. The Secondary School Certificate examination necessarily covers a wide field and offers a great variety of subjects for study in order to prepare youth for all walks of life. As a corollary to this, it necessarily follows that every "walk of life" must define its own minimum requirements of admission so that those desirous of entering it can make the right choice of subjects from the very beginning. The Education Department, therefore, will have to lay down the subjects in which a pass at the Secondary School Certificate examination must be obtained before a candidate can be selected for the teaching profession.

In the S. S. C. Examination scheme, as it stands at present, the various subjects of the examination are divided into five groups: Group I contains English and the Mother-tongue and is compulsory; Group II contains subjects relating to History and Geography; Group III contains classical and modern European languages. Group IV contains Mathematics, Physics and Chemistry, Physiology and Hygiene, etc., and Group V contains technical subjects like Engineering, Commerce, Agriculture and Art subjects, like Music and Drawing. A candidate is required to choose four subjects only from Groups II-V it being obligatory on him to select at least one subject from Groups III and IV. It is, therefore, obvious that a person can easily get through the S. S. C. Examination without studying (a) History and for Geography, and (b) Mathematics or Science. Moreover, under the options allowed in Group I, it is possible for a candidate to avoid an examination in the regional language. Obviously such persons will find it very difficult to become efficient primary teachers. We are of opinion that a candidate who desires to become a primary teacher must select (a) a regional language (English in the case of persons who want to be teachers in English-teaching schools) under Group I, (b) two subjects from Group IV and

(c) at least one subject from Group II. We, therefore, recommend that only such candidates as have secured a pass at the Secondary School Certificate Examination with the above choice of subjects should be recruited to the teaching profession.

75. The replies received do not show that any serious thought has been given to the problem of professional education of the teachers in charge of Stds. V-VII. The largest number of replies received suggest either S. T. C. or T. D. or one year's training in a primary training college. This merely shows acquiescence in the *status quo* and no thought seems to have been given to the consideration whether this one year's training would be adequate to the requirements of teaching Stds. V-VII according to the new orientation. We believe that the S. T. C. Examination provides hardly any training of the type required by a would-be teacher and we are separately recommending that this examination should be abolished as early as possible (vide para. 77 below). Similarly, the existing T. D. course of the Bombay University is not adequate for the preparation of teachers for Stds. V-VII because it does not include any training in craft. In the same way, we are of opinion that the one year's training given to Matriculates or S. S. C. passed teachers in primary training colleges is far too inadequate for our requirements. In future, every teacher in charge of Stds. V-VII will be expected to have an adequate knowledge of craft and the special category of 'craft-teachers' will go out of existence. In these circumstances, a minimum period of six to nine months is necessary for training in craft alone. It is, therefore, essential that every teacher of Stds. V-VII must receive at least 2 years' professional training including an adequate training in at least one craft and in the principles of Basic Education. We, therefore, recommend that the goal of our policy should be to employ only S. S. C. passed candidates with two years' training for teaching Stds. V-VII.

But there are several practical considerations to the contrary which make it impossible immediately to adopt this idealistic standard and it will be necessary, for some years to come, to employ Primary School Certificate passed trained teachers for teaching Stds. V-VII. At present, the facilities of secondary education are concentrated mostly in urban areas and secondary education has spread unevenly among the different classes of people. The adoption of a rigid rule that only the holders of the S. S. Certificate can become teachers of Stds. V-VII is, therefore, likely to affect adversely the interests of persons who live in rural areas or belong to the less advanced classes. Secondly, it would be an injustice to the existing Primary School Certificate passed trained primary teachers to exclude them altogether from teaching the upper primary standards. Thirdly, it is admitted that there are some very capable persons among the Primary School Certificate passed trained primary teachers who are successfully managing Stds. V-VII and who can, with a little further training, be made to teach the new syllabus also. Lastly, it has also to be conceded that the number of persons who have passed the S. S. C. Examination and who would be willing to work as primary teachers, particularly in rural areas, would be so small that the employment of Primary School Certificate passed trained teachers would become indispensable. For all these considerations, we feel that it will be necessary to select Primary School Certificate passed teachers who have received training for at least *three* years and to utilise their services for teaching Stds. V-VII. We, therefore, make the following recommendations:—

- (i) Government should lay it down as a policy that it is desirable to employ persons who have passed at least the S. S. C. or an equivalent

examination and received two years' training as teachers for Stds. V-VII.

- (ii) Every possible encouragement should be given to persons who have passed the S. S. C. (or an equivalent) examination to become primary teachers. They should be given priority in deputation to Primary Training Colleges and on their completion of the training course should be employed as teachers for Stds. V-VII. Matriculates who are already in service should also be given the necessary training (one year or two years as the case may be) and employed as teachers of Stds. V-VII; and
- (iii) When such candidates are not available, the posts of teachers in Stds. V-VII should be given to (a) selected 2nd year trained teachers after putting them through a further training of one year, and (b) all third year trained teachers, unless they are known to be definitely inefficient and incapable of teaching Stds. V-VII. As the number of 3rd year trained teachers now in service is very small and as most of them are nearing retirement, we have not recommended their general inclusion among the teachers of Stds. V-VII. Most of them are actually teaching Stds. V-VII and a good deal of unpleasantness would be avoided if the existing position is allowed to continue without any change and if the 3rd year trained teachers now in service are allowed the benefit of the new scales of pay proposed by us, except where they have been proved to be very inefficient.

76. The above recommendations made by us raise two important issues.

Appointment of a special committee to consider problems of teacher-training.

Firstly, some new training courses for primary teachers will have to be organized—a two years' course for those who have passed the S. S. C. Examination and a one year's course for those who are already 2nd year trained.

The details of the syllabus for both these courses will have to be prepared and provision for conducting them will have to be made either in the existing training institutions or in new institutions specially organized for the purpose. Secondly, the problem of co-ordinating the existing training courses for primary teachers with these two new courses proposed by us will also have to be considered. It will be beyond our province to discuss this problem in detail and we, therefore, recommend that Government should appoint a special committee to consider both these problems comprehensively. As we visualise it, provision will have to be made for the following training courses for all primary teachers—

- (a) A two years' course for those who have passed the Secondary School Certificate Examination;
- (b) One year's course for those who are already 2nd year trained teachers;
- (c) One year's course for those who are Matric S. T. C.s or Matric T. Ds.
- (d) Refresher courses for teachers now in service; (vide para. 79 below)
- (e) Two years' course for those who have passed the Primary School Certificate Examination for teachers of Stds. I-IV; and
- (f) Special classes for training in craft;

Of the above courses, those who undergo courses (a) to (d) will normally be regarded as fit to teach Stds. V-VII and those who undergo course (e) will be regarded as fit for teaching Stds. I to IV only. It is necessary to co-ordinate all these different courses with a common objective and the work will be best done by a single committee suggested above. It should, therefore, be appointed as early as possible.

77. We are of opinion that the present S. T. C. Examination has outlived its utility. It was instituted at a time when training institutions for graduate teachers did not exist in sufficient numbers and when no provision for training undergraduate teachers was available. Now the Province has eight Training Colleges for graduate secondary teachers (including three for Basic teachers) and a fairly large number of T. D. classes. The continuance of the S. T. C. Examination is, therefore, hardly necessary. Even on merits, it would be difficult to justify the existence of the S. T. C. course as it stands to-day. A teacher who wants to appear for this examination is not required to attend any training institution or a course of lectures. He has only to put in a minimum service as a teacher and give a prescribed number of practical lessons under supervision. It would, therefore, be no exaggeration to say that the S. T. C. has hardly any value to-day as an adequate training qualification either for secondary or for primary teachers. We, therefore, strongly recommend that this examination should be abolished as early as possible. In order, however, that the rights of the existing teachers should not be adversely affected, we suggest that Matric S. T. C. teachers in service should be regarded as equivalent to 2nd Year trained teachers.

78. Over and above this problem of preparing the syllabus for the new training courses recommended by us and co-ordinating them with the other existing courses of professional training for teachers, there is the still more important problem of organizing an adequate number of training institutions for all the teachers required for Stds. V-VII.

In view of the very great importance of the problem we propose to discuss it at some length.

From the departmental statistics for 1947-48, we find that the total number of pupils in Stds. V-VII was 3,29,042. Allowance will have to be made for the increase in numbers during the last 2 years and for the pupils, from the territories of the recently merged and integrated States in the Deccan and Gujarat. We might, therefore, assume that the total number of pupils reading in Stds. V-VII of primary schools in the Province is about 4,20,000 at present. At the rate of 30 pupils per teacher, which is the utmost we can assume at the upper primary stage, there may be about 14,000 teachers teaching Stds. V-VII in the Province as a whole. From this number, we shall have to exclude the third year trained teachers, the graduates or such teachers working in Stds. V-VII attached to secondary schools who need no further training, and all those teachers who are too old to be benefitted from the further training recommended by us. On the whole, therefore, we feel that it would be necessary to train about 8,500 teachers for the further period of one year. We recommend that this programme should be completed in a period of three years beginning with 1950-51 and that the following arrangements should be made to achieve this object—

- (1) A training centre for these teachers should be organized in every district. If possible, it may be organized in existing institutions for

the training of primary teachers. If not, it may be organized as a separate institution by itself.

- (2) At each centre, arrangements should be made to train about 100 teachers. We assume, in this calculation, that the Province will have 28 districts and that the annual output of such trained teachers will, therefore, be 2,800 teachers. In three years, it would be possible to train about 8,400 teachers.

The above recommendations are obviously provisional and intended mainly to train, as quickly as possible, all the teachers of Standards. V-VII now in service to the extent required to meet the new situation. We shall now proceed to discuss the permanent arrangements that would be necessary to prepare teachers for Stds. V-VII.

We have assumed that there are about 14,000 teachers teaching Stds. V-VII in the Province as a whole at present. According to the plan of expansion recommended by us, (vide Chapter XV) there will be nine lakhs of pupils reading on a full-time basis in Stds. V-VII in the Province as a whole in 1960-61. We shall, therefore, need about 30,000 teachers for Stds. V-VII. That is to say, we shall have to train an additional number of 16,000 teachers in the course of the next ten years or about 1,600 teachers every year. Moreover, we shall also have to provide for the normal wastage among teachers at 4 per cent., i. e. $\frac{14,000 + 30,000}{2} \times \frac{4}{100} = 880$ teachers. In other words, our permanent training arrangements for teachers of Stds. V-VII during the period of the next ten years should be such as to produce about 2,480 teachers per annum. Assuming that the Province has 28 districts, this works out at 80 per district. In other words, a District Training Unit which will have an output of about 80 teachers per annum will be permanently required for preparing teachers for Stds. V-VII.

79. It will take some time for the preparation of the new training courses and for organizing training institutions as recommended by us. Consequently teachers for Stds. V-VII trained under the new proposals will not be available for a year or two. We do not want that the implementation of our proposals regarding the central schools should be delayed until such training courses are organized and the new teachers trained under them become available. We, therefore, recommend that, as a transitional measure, the following types of teachers now in service should be put through a short training course (vide item (d) in para. 76 above) and then utilised for teaching Stds. V-VII—

Transitory measures.

- (a) Third Year trained teachers ;
- (b) Selected 2nd Year trained teachers ;
- (c) Matric S. T. Cs. or T. Ds.

The main object of the training course would be to give training in a craft to those who have not already been so trained and to give all trainees detailed instructions regarding the manner in which the new syllabus has to be taught, an outline of the scheme of central schools and its working and some general idea about Basic Education. This is, of course, merely an indication of the syllabus for the training course which will have to be planned in detail later on by the Department. We feel that if the selection of teachers is carefully made and if the training courses are properly planned and conducted, these teachers will be able to do fairly good justice to the new syllabus of Stds. V-VII, until fully trained teachers become available.

Orders have been issued to the School Boards to introduce the new syllabus in Stds. V and VI during the current year in all schools and it is proposed to extend it to Std. VII in the next year. It is possible that some schools may not have been able fully to introduce the new syllabus, and particularly the teaching of craft. It is, therefore, essential to see that teachers trained in craft are made available for all upper primary schools without exception before the commencement of the next academic year. We understand that a large number of teachers have been specially trained in various crafts for each district in addition to those that may have received such training in the Training Colleges. We recommend that at least one teacher trained in craft should be posted to every school teaching Stds. V-VII and that the necessary equipment for the purpose should be made available to these schools.

80. At present the teachers working in the upper primary schools get the Scales of pay. following scales of pay—

- | | |
|---------------------------------------|----------------------------------------------------------------------------------------------------------|
| (1) Trained teachers. | Rs. 40-1-50-E. B. 1½-65
with the Selection Grade of
Rs. 65-2½-90 for 15 per cent.
of the cadre. |
| (2) Untrained but qualified teachers. | Rs. 35-1-40 probation for
two years on Rs. 35. |

The teachers working in Stds. V-VII attached to secondary schools get the following scales of pay—

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|----------------------------------------------------|---------------------------------|
| (1) Untrained matriculates or S. S. Cs. | Rs. 50-3/2-56. |
| (2) Matriculate or S. S. C. with S. T. C. or T. D. | Rs. 56-2-80-E. B.-4-120. |
| (3) Untrained graduates. | Rs. 70-2-74. |
| (4) Graduates with S. T. C. or T. D. | Rs. 74-4-114-E. B.-4-130-6-160. |
| (5) Graduates with B. T. | Rs. 80-5-130-E. B.-6-160-8-200. |

The new type of teachers recommended by us will be either S. S. C. passed candidates with two year's training or P. S. C. passed trained candidates with one year's training. Their scale of pay must, therefore, be higher than the present trained primary teachers' scale, or that of Matriculate S. T. Cs. or T. Ds. but less than that of the trained graduates. We, therefore, recommend that a scale which will fit in with the above scales and will be between the scale for Matriculate S. T. Cs. or T. Ds. and that for trained graduates should be adopted for the new type of teachers recommended by us for teaching Stds. V-VII.

This recommendation should not be understood to mean that we approve of the existing scales of pay in toto. They have come in for a good deal of criticism on grounds of some anomalies they contain, their lack of correlation with scales of pay sanctioned in other departments for persons with similar qualifications and on the more general ground of their inadequacy in relation to the present cost of living. Some of this criticism is justified and it is only subject to the statement that all the above scales need revision, in order to bring about

correlation within the department itself and with the scales of pay sanctioned for the employees of other departments with similar qualifications, that we propose the following new scale for teachers of Stds. V—VII.

<i>Qualifications.</i>	<i>Scale of pay proposed.</i>
S. S. C. or equivalent qualifications and two years' training or one year's training for selected 2nd year trained teachers.	Rs. 56-2-80-4-120-S. G.-5-140 S. G. being limited to 15 per cent. of the cadre.

The following explanatory notes are offered with regard to the manner in which this scale will be given effect to—

- (1) Persons with S. S. C. or equivalent qualifications will start on Rs. 56, but will get no increments until they are trained. For teachers already in service, S. T. C. or T. D. or one year's training in a Primary Training College should be regarded as enough to draw their increments; but for new entrants continuous training for 2 years as recommended by us should be obligatory before getting increments;
- (2) Selected 2nd year trained teachers should be placed in the above scale of pay after they complete one year's further training, according to the usual rules, i. e. one stage higher than the pay that they might be drawing at the time.
- (3) All 3rd year trained teachers unless they have been specifically held to be inefficient should be given this scale of pay. They should start in the scale at a stage higher than their pay at the time of promotion.

81. We shall now close this chapter with the discussion of the following three problems regarding teachers of Stds. V-VII —

Training of teachers in the different crafts.

- (a) Training of teachers in different crafts ;
- (b) Method of recruitment ; and
- (c) Special problems of women teachers.

With regard to the first, we feel that the craft in which the largest number of teachers should be trained will probably have to be agriculture but on account of the difficulties of getting land, water-supply, etc. for each school, it may be necessary, for some years to come, to adopt Spinning and Weaving as the most common craft. We, therefore, propose that 60 per cent. of the teachers should be trained in Spinning and Weaving, 30 per cent. in Agriculture and 10 per cent. in Cardboard Modelling and Woodwork. Training in kitchen-gardening should be compulsory for those who take Spinning and Weaving or Cardboard Modelling and Woodwork, while for those who take Agriculture as a craft, training in Cardboard modelling should be compulsory.

82. With regard to the method of recruitment, we are of opinion that in recruiting persons to the teaching profession, the ability of the candidate to be a successful teacher should be the only consideration and that the recruitment on the basis of communities should be given up, subject to the provisos that (a) reservation

of seats for candidates from the backward communities may continue for a period of 10 years, and (b) other things being equal, candidates from the less advanced communities shall be given preference.

83. It is agreed on all hands that women make better primary teachers than men and it is, therefore, necessary to increase the number of women teachers in primary schools as much as possible. This reform becomes all the more urgent and necessary because we are separately recommending that co-education should be adopted throughout the primary stage and that every primary school should have a mixed staff. With a view to increasing the number of women teachers, we make the following recommendations —

Special problems of women teachers.

- (1) Special encouragement should be given to primary teachers to train their daughters and wives for the teaching profession ;
 - (2) Scholarships should be given to girls throughout Stds. VIII-XI if they agree to join the teaching profession after passing the S.S.C. Examination ;
 - (3) Widows form an important potential source for recruiting teachers. The reason why many widows cannot become teachers is that most of them have received only scanty education in their childhood. On their widowhood, they are required to attend again a primary school along with very young girls and pass the Primary School Certificate Examination if they want to become teachers. This is hardly desirable and also rather embarrassing to the widow concerned. What is really needed is special institutions or homes for widows where they can be trained to appear for the Primary School certificate examination. In such institutions, the further education of the widows should begin at whatever stage it is necessary to do so, and an attempt should be made to give them an all round coaching and to prepare them for the Primary School Certificate Examination in the shortest time possible. The P. S. C. Examination Rules may, if necessary, be suitably modified to permit this arrangement. If such institutions could be started in every district either by Government or by private associations supported by Government with liberal grants-in-aid, we have no doubt that many a widow would be enabled to become a successful primary teacher.
 - (4) In urban areas, it is possible to get women teachers more easily, but it is very difficult to obtain them in rural areas. This is because there are very few girls in rural areas who pass the Primary School Certificate Examination and urban girls do not like to go to the rural areas to work as primary teachers. We, therefore, recommend that special scholarships should be given to girls in rural areas in Stds. V-VII if they give an undertaking that they will serve as primary teachers for a minimum number of years.
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CHAPTER XI

Problems of craft, buildings and equipment

84. The scheme of Basic Education integrates all instruction with a productive craft vitally connected with the life of the community around. The advantages of this method of imparting education have now been accepted by most educationists in India and abroad. To begin with, the integration of education with craft is based on the universally accepted educational doctrine of "learning by doing". Craft gives immense opportunities to the child for observation, initiative, experiment, discovery and the joy of creative activity so that its personality is fully developed; it socialises the child by giving him an insight into the productive activities of the community which are so essential to its well being and makes him feel at one with the life of the community as a whole. It develops in the pupil a sense of dignity of labour and throws him in the habit of economy, avoidance of waste, cost-accounting in production and creative and co-operative effort. It provides a more intensive purpose and zeal than other forms of activity such as project work or ordinary handwork and at the same time is more economical because the produce of the children does bring in a return, however small to the school. It fits the average pupil for a life in which work with the hands is essential and is, therefore, typically suited for the needs of an agricultural country like India. Moreover, the teaching of craft in all the schools of the country would also be materially helpful in breaking down the traditional barriers between the few so-called superior beings who work with their head and many so-called lower classes who work with their hands and would thus create a feeling of national solidarity. It is for these weighty socio-educational considerations that educationists propose to adopt and universalise the scheme of Basic Education in primary schools and introduce the teaching of craft as a preparatory step in that direction:

85. It is to be regretted that this educative aspect of craft has not been properly appreciated by many persons connected with schools teaching Stds. V-VII. In the first place, we find that several persons are under the wrong impression that the teaching of English has been abolished in Stds. V-VII merely to make room for the teaching of craft. They have in consequence lost sight of the sound educational reasons in favour of the abolition of the teaching of English from Stds. V-VII on one hand and the introduction of a craft in those standards on the other and developed a prejudice against both the proposed reforms which are thoroughly independent of one another. The removal of this prejudice has thus become a work of prime importance if the new scheme is to be worked out successfully in all primary schools in the Province.

Over and above this general difficulty of a failure to understand the rationale of the teaching of craft, several other difficulties have also been created by the sudden introduction of crafts in all schools of the Province teaching Stds. V-VII. To begin with, there is a large demand for teachers trained in craft. These

teachers are hardly available at present ; nor is there an adequate number of training institutions for the purpose. Thirdly, the equipment required for the teaching of craft is not readily available in sufficient quantity. There are no Government or co-operative agencies which can supply *all* the equipment needed at reasonable prices, while in the open market, either the equipment is not available or fancy prices are required to be paid. Fourthly, a net-work of workshops to repair the tools and equipment required for the teaching of craft does not exist at present with the result that difficulties arise in the day-to-day work of schools, particularly in rural areas. Fifthly, in most schools it is difficult to find the necessary accommodation for craft teaching - a difficulty which is particularly acute in urban areas. Sixthly, no satisfactory arrangements exist for the disposal of the produce from the school crafts. For these reasons, the teaching of craft is either not being done or not done satisfactorily at present in Standards V-VII. If the educational values of craft are to be fully utilised, it is essential to solve all these problems in as short a time as possible.

86. Obviously, the first step necessary for the successful working of the new scheme is to remove the prejudice existing in the minds of some teachers regarding the educational value of teaching a craft. This can be done in a number of ways and we suggest the following for the consideration of Government—

(1) Educational Inspectors should be requested to organize meetings of all Head Masters of secondary schools in each district. At these meetings, the rationale of the teaching of craft and its educational potentialities should be explained. In particular, an attempt should be made to remove the mistaken notion that the teaching of English has been removed from standards V-VII in order to make room for the teaching of craft and it should be made quite clear that both these reforms stand on solid independent educational grounds. The manner in which craft should be taught in standards V-VII should also be explained and an attempt should be made to induce the Head Masters to work out the new experiment with faith and zeal ;

(2) Small pamphlets dealing with this subject should be prepared by the Department and distributed free of charge to the schools.

(3) Officers of the Education Department should organize conferences to which all teachers in charge of Stds. V-VII working in a given area should be invited. The work at these conferences should be on the same lines as at the conference of the Head Masters described above. A number of these conferences should be arranged in different parts of each district so as to make it convenient for all such teachers to attend them. The department should prepare a regular programme of such conferences for every district and see that every such teacher is given the necessary insight into the rationale of the teaching of craft as early as possible.

(4) It must be remembered that the opposition to the teaching of craft or misunderstanding regarding it is found among the general public also and it is, therefore, necessary to make an attempt to educate them as well. One of the sessions of the teachers' conference should be devoted to this purpose, and prominent members of the public should be invited to the same. The rationale of the new scheme should be explained at such conferences in as much detail as possible.

(5) The educational journals in which articles on this subject usually appear have a very limited circulation. It is, therefore, necessary to secure the co-operation of non-official educationists and the Press and to have simple explanatory articles on the new scheme published through the news-papers and magazines which have a wide circulation among the people.

(6) It would not be enough to hold such conferences for one year only and it would be necessary to make them an annual feature. At each annual conference, there should be a review of the work done during the preceding year, the difficulties encountered, a discussion of the plans for the next year, a free exchange of views and a comparison of notes on the results of the introduction of craft, etc. We feel that such general activity as is outlined above in suggestions (1) to (5) must be kept up for it will repay in full all the money and energy spent upon it.

87. The next difficulty—and that is probably the most important—is to train the required number of teachers in teaching craft. This problem has to be studied separately for (a) the secondary schools that conduct standards V-VII and (b) primary schools proper.

In so far as the secondary schools are concerned, the problem is fairly simple. These schools generally organize the teaching on the subject basis so that one craft teacher would ordinarily be enough to meet the requirements of a small school for the present. We, therefore, recommend that training centres should be organized in the Province, one for each educational division, in order to train the teachers of secondary schools in craft. Every secondary school should be required to depute at least two teachers for undergoing training in craft so that even if one craft teacher is on leave or absent for any other reason, the other teacher may do his work in his absence. The duration of the course should be at least 9 months and training facilities should be provided in all the prescribed crafts, each trainee being given the option to select the craft for himself. The syllabus drafted for the course should be wide enough to include the rationale and technique of craft teaching, its educational value and the principles of Basic Education. In due course it will be necessary for the secondary schools to get all their teachers in charge of Stds. V to VII trained in a craft.

There are a number of existing institutions where facilities for training teachers in some craft included in the syllabus already exist. It would be advisable for Government to make the utmost possible use of these existing agencies in training craft teachers for secondary schools.

In this connection the question of grant-in-aid to secondary schools on account of the expenditure incurred by them on such training has been raised and it has been represented to us that the whole amount of such expenditure should be borne by Government. Although we cannot support this request in toto, it is true that the finances of several managements of secondary schools would not permit them to incur the necessary expenditure for training their teachers in craft. With a view, therefore, to helping the private managements and in order that the programme of training teachers in craft should not be unduly delayed on financial grounds, we make the following recommendations—

- (1) Every teacher deputed by a private school to undergo training in craft should be entitled to receive duty pay and allowances on the same basis as Government teachers or School Board teachers; and

- (2) Seventy-five per cent of the expenditure incurred by private managements on account of the training of their teachers in craft should be paid to them as grant-in-aid.

In so far as primary schools are concerned, ordinarily the teaching in standards V-VII is not on a subject-basis. Every teacher will be in charge of all the subjects of a class and in some cases, in charge of even more than one class. Under these circumstances, it becomes absolutely essential that every primary teacher teaching Stds. V-VII must be trained in craft.

We have given careful consideration to the problem whether special training classes in craft should be conducted for those primary teachers of Stds. V-VII who have not already received such training and we have come to the conclusion that it is not necessary to do so. We have already recommended in Chapter X that every teacher working in a primary school and teaching Stds. V-VII must either be (a) a Matriculate two years trained, or (b) a selected second year trained teacher, who has been put through an additional training for one year or (c) a 3rd year trained teacher. If this recommendation is accepted by Government, the teachers who are now in service and who are either Matriculates with one year's training or Primary School Certificate passed second year trained teachers will be put through a further training of one year within three years at the most. This additional training will inevitably include training in craft as an integral part of it and it will, therefore, be unnecessary to provide any special training courses in craft for these teachers. As a special training course in craft must extend over a minimum period of six months and preferably over nine months, it would certainly be more advantageous in the long run to train all primary teachers of Stds. V-VII for an additional year on the lines recommended by us rather than conduct special training courses in craft alone for them. The third year trained teachers, however, will not have to undergo any professional training and most of them have not received any training in craft as such. We, therefore, recommend that special training courses in craft should be organized only for third year trained teachers. Their number is small and the problem should, therefore, be very simple.

Till these 3rd year trained teachers have been put through this special course and the other teachers referred to above have been put through the one year's course, the teaching of craft may have to be organized on the subject-teacher basis, so that the number of such trained teachers are spread over all the upper primary schools and the teaching of craft introduced almost immediately-if it has not already been done in any schools. It is understood that each district has already got a number of teachers who have gone through a full course of training in one craft or other, and it should not therefore be difficult for the school-Board to carry out our suggestion.

88. The third difficulty refers to the supply of equipment necessary for teaching craft. In our opinion, it would be inadvisable to depend on private agencies working with a profit motive to supply all the requirements of schools in the matter of teaching crafts. We, therefore, strongly feel that all tools and equipment and raw materials required for teaching crafts should be either supplied by a Government department organized for the purpose or by a co-operative agency of schools themselves. On social and educational grounds, the latter is certainly more desirable and we, therefore, recommend

Tools, plant and equipment required for teaching a craft.

that District Co-operative Associations should be organized in each district with the following objectives among others—

- (1) to produce or stock in bulk the tools and equipment required for the teaching of craft and to supply it to schools in the district at as low a price as possible.
- (2) to purchase raw-materials required for the teaching of craft in bulk and to supply it to the schools in the district at as low a price as possible; and
- (3) to organize sales of the produce of the schools.

The secondary and primary schools working in the district should be required to be share-holders of this Co-operative Association. Government should assist it by (a) a loan of a sufficiently large amount to serve as capital in the initial years at a nominal rate of interest or even free of interest, if possible; and (b) the grant of annual subsidy in the initial stages to meet the overhead charges. The amount of the subsidy should cover the whole of the recurring expenditure during the first or the second year. Later on, as the Association begins to be self-sufficient, the amount of the subsidy should be progressively reduced and finally it may be abolished altogether.

It is beyond our province to go into all the details of the scheme, but we recommend that in consultation with the Co-operative Department, the Educational Department should prepare a detailed plan of the District Co-operative Associations with the above objects and have an association registered in each district as early as possible. The Co-operative and the Educational Departments will have to work together in organizing, supervising and developing these associations.

Pending the organization of this co-operative association, the services of the existing organizations, such as the All India Spinners' Association, may be utilised and they should be given such special facilities as advances, supply of materials at controlled rates, etc. to enable them to manufacture and supply the equipment required by the Department for the purpose.

89. The fourth difficulty is about repairs to tools and plants required for the teaching of crafts. In the rural areas, it is not always possible to get these tools repaired locally and it is a common experience that they are required to be transported to a taluka or district place whenever they go out of order. If the working of the schools is not to suffer, it is absolutely essential that an organization for repairs of tools and equipment of craft teaching must be available to every school within a distance of not more than five miles. For this purpose, therefore, we recommend that arrangements for repairs to tools and equipment of craft-teaching should be made at every central school and that, as far as possible all such repairs required by the schools in the neighbourhood should be carried out at the central school itself. As we envisage, the central schools will be mostly located in bigger villages where local artisans will be available. If they are given a little training, they would certainly be able to carry out the necessary repairs on a job basis and it would be possible to organize repairs to tools and equipment of craft teaching at every central school and there should ordinarily be no need to appoint permanent and highly paid staff for this work.

90. The fifth and the last difficulty in the introduction of the teaching of craft in Stds. V-VII is that of accommodation. In order to overcome it, we make the following recommendations--

Buildings.

- (1) In case of those private schools which have buildings of their own and who want to provide an extension or an additional building for purposes of craft, a special grant-in-aid at the rate of 75 per cent of the expenditure incurred for the purpose should be given. For the purpose of this grant, Government may specify the minimum requirements which such buildings should satisfy so that the cost is kept as low as possible consistently with durability. Priority for securing the necessary building material should also be accorded and an attempt should be made to secure the necessary articles at controlled rates.
- (2) In the urban areas and in the case of schools which are housed in rented buildings, Government should freely use its powers of requisitioning the necessary additional space for the teaching of craft.
- (3) In rural areas, we feel that the problem of housing the central schools will not be solved satisfactorily unless new buildings are constructed. At present Government give an annual grant-in-aid of Rs. one lakh to each district. This grant, along with local contributions, is to be utilised by the District Building Committee for construction of primary school buildings. We are of opinion that subject to District Building Committees functioning efficiently, this amount of one lakh would be quite inadequate to meet the requirements of the district including those of central schools. We, therefore, recommend that Government should sanction an additional special grant of not less than two or three lakhs every year for a period of five years to each district for the purpose of constructing buildings of central schools. This fund may be administered by the District Building Committees as at present subject to the condition that separate accounts are maintained for it *pro forma* and that it is utilised for the buildings of central schools alone. Government should also lay down the minimum requirements of buildings for these central schools including those for craft teaching, so that the cost of these buildings is kept as low as possible, consistently with durability.
- (4) In collecting the popular contributions for school buildings, a difficulty is likely to be experienced in respect of central schools. Government may require that one-fourth of the total cost of the building should be paid by the local village people. In the case of the central school, the cost of the building will be heavy and as it serves the requirements of more than one village, the people of the village in which it is situated will be unwilling to pay the whole amount of the 1/4th cost of the building. It will also be practically impossible to collect contributions from the people of all the villages served by the central school for the simple reason that *pro rata* division of the contribution between the different villages will be next to impossible. It has, therefore, been represented to us that in the case of central schools (a) Government should collect 1/4th of the contribution of that portion of the building which is required for Stds. I-IV only from the local villagers and (b) no

contribution should be levied for that portion of the building which is required for Stds. V-VII. On the other hand, a view has also been put forward before us that the villagers compete with one another in having a central school which is obviously a point of advantage to them and a feather in their cap. It has, therefore, been suggested that villagers will willingly come forward to pay all the 1/4th of the total cost of the building of the central school. As this is more or less a question depending on local conditions we cannot say anything definite about the facts of the situation. But we feel that the location of the central school should be determined by geographical considerations rather than by the availability of local contributions. We, therefore, feel that the point of local contribution should not be over-stressed in so far as the building required for Stds. V-VII is concerned. Under no circumstances, should the scheme of providing every central school with a building be allowed to be postponed merely because of the absence of popular contribution. We, therefore, recommend that, in constructing buildings for central schools-

- (a) priority should be given to those villages which give the necessary or greater contribution ;
- (b) in a village which is able to pay the contribution and does not pay it, the necessary amount of contribution should be compulsorily levied by Government ;
- (c) the whole or a part of the total contribution necessary may be waived in case of backward areas or poor villages ; and
- (d) if it is possible to locate a central school in either of two villages with equal convenience, preference may be given to that village which gives the required or the greater contribution.

Under the present orders of Government, the maximum amount of Government grant available for a class room is Rs. 2,500. We are not sure that this will serve the requirements of a central school. When the teaching of craft is introduced, so much of costly material will be lying about in the school that it will be necessary to have at least one pakka room for storing the equipment. The design of the central schools also, should, on aesthetic and educational considerations, be better than that of the other schools. We, therefore, recommend that in the case of the central schools, this amount should be raised to Rs. 3,200 per room. We make this recommendation on the basis of the present prices and it should be understood to be liable to variations, if they change.

91. In the case of non-craft equipment required for the central and other primary schools, we feel that it would be necessary to get it specially prepared at a central place for each district and then to distribute it to all the schools. This procedure will be both cheaper and more expeditious. In the case of private schools, we recommend that grants to the extent of 75 per cent of the total approved expenditure on equipment should be allowed to the managements of the schools. If any private management incurs a higher expenditure on equipment and purchases things superior to the standard equipment approved by Government, grant should be limited to 75 per cent of the expenditure on the standard equipment.

CHAPTER XII

Expansion of Education in Standards V-VII

92. According to the departmental statistics for 1947-48, which are the latest available, the number of pupils in the erstwhile Stds. I-III of secondary schools and in Stds. V-VII of primary schools was as follows :—

Standards.	Boys.	Girls,	Total.
Secondary			
I	43,128	13,292	56,420
II	37,672	10,923	48,595
III	41,084	11,353	52,437
Total	121,884	35,568	157,452
Primary			
V	57,256	18,503	75,759
VI	40,213	11,666	51,879
VII	34,608	9,344	43,952
Total	132,077	39,513	171,590
Grand Total	253,961	75,081	329,042

According to the census of 1941, the population of the Province was 208 lakhs. Allowing for an increase of population for seven years, at 1 per cent per annum, the population in 1947-48 may be estimated to be approximately 222 lakhs. The total number of pupils in Stds. V-VII (according to the new nomenclature) was, therefore, 3,29,042 or 1.5 of the total population.

We cannot re-analyse the above statistics on the basis of rural and urban areas. But most of our secondary schools are situated in urban localities and more than 80 per cent of the pupils of Stds. V-VII in these localities attend secondary schools. On the other hand, most of the upper primary schools are located in rural areas and more than 80 per cent. of the pupils in rural areas attend upper primary schools. It will, therefore, be approximately correct to assume that the pupils reading in Stds. V-VII attached to secondary schools represent the number of pupils reading in these standards in urban areas and that the number of pupils reading in Stds. V-VII of primary schools represent the number of pupils reading in these standards in rural areas. On this assumption, we find that the number of children in urban areas who are studying in Stds. V-VII is almost equal to the number of pupils reading in the same standards in rural areas, although the urban population of this Province is only

13 per cent while the rural population is as much as 87 per cent of the total. These statistics show how backward upper primary education is in rural areas and what strenuous attempts are required to expand it.

It is, however, necessary to remember that all children that are reading in Stds. V-VII in towns and cities do not necessarily belong to the urban areas. Many rural parents send their children to the towns for further education because facilities for upper primary or secondary education are not adequately provided in rural areas. The number of such children is sometimes very large and may be taken as approximately 30 per cent. of the total enrolment. If this allowance is made in the above statistics, we may assume that 1.12 lakhs of children belonging to urban areas were reading in Stds. V-VII, while 2.16 lakhs of children belonging to rural areas were reading in the same standards. Even this adjustment, however, does not vitiate the statement that upper primary education is very backward in rural areas.

93. Another way of looking at these statistics is to take into consideration the total population of the Province and to find out how many pupils ought to be reading in Stds. V-VII. It is generally found that the children in the age group of 11-14 form $7\frac{1}{2}$ per cent. of the total population. It is also assumed in educational statistics that the number of children that ought to be reading in standards V-VII under a system of compulsion should be about $7\frac{1}{2}$ per cent. of the total population or equal to all children in the age group of 11-14.* On the above basis, the total number of children that ought to be reading in Stds. V-VII should be 16.65 lakhs ($7\frac{1}{2}$ per cent. of the estimated population of 222 lakhs) or, in round figures, 17 lakhs. As the urban population is only 13 per cent. of the total, it may be assumed that only 2.21 lakhs of these children ought to be at school in urban areas and the remaining 14.79 lakhs of children ought to be reading in Stds. V-VII in rural areas. A comparison of these statistics with the estimated enrolment given above shows that, in urban areas, we already have an enrolment of about 1.12 lakhs against an expected enrolment of 2.21 lakhs, while in the rural areas we have an enrolment of only 2.16 lakhs as against the expected enrolment of 14.79 lakhs. In other words, if compulsory education in the age group of 11-14 has to be introduced in the Province, the enrolment in standards V-VII will increase by 100 per cent. in urban areas; while it must increase by about 800 per cent. in rural areas.

Article 36 of the Draft Constitution for India runs as follows :—

“ Every citizen is entitled to free primary education and the State shall endeavour to provide, within a period of ten years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of fourteen years. ”

According to the proposals announced by the Government of India, the new constitution will come into force from 1950-51. Under Section 36 of the Constitution, therefore, every unit of the Indian Union is under an obligation to endeavour to introduce compulsory education upto 14 years within 10 years of this date. In other words, compulsory education in the age group of 6-14 will have to be introduced in our Province by 1960-61. We are glad to find that

* It is true that some children who are less than 11 may be reading in these standards. At the same time it is also true that many a child of 14+ might also be reading in these standards. These opposing factors are generally regarded as cancelling each other.

this constitutional direction has almost been anticipated by the present programme of the Government of Bombay according to which compulsory primary education in the age group of 6-11 has already been introduced in all villages with a population of 1,000 and over and it is proposed to extend it immediately to the Adivasi areas and ultimately to the Province as a whole by 1960-61. In addition to this programme, Government will now be called upon, under the Constitution, to introduce compulsory education for the age group of 11-14 throughout the Province before 1960-61. For administrative and financial reasons, we propose that this programme should be split up into two stages as follows:—

- (1) Education in Stds. V-VII should be expanded on a voluntary basis in such a way that, by 1960-61, not less than 50 per cent. of the children of the age group of 11-14 would be enrolled in schools. This will prepare the ground for the introduction of compulsory education in the age group of 11-14 ; and
- (2) compulsory education in the age group of 11-14 should be introduced throughout the Province in the year 1960-61.

If these recommendations are accepted, it becomes necessary to plan, in the course of the next ten years, an expansion of education in standards V-VII on a voluntary basis. As we have shown above, this is mainly a rural problem, because in urban areas, about 50 per cent. of the children of the age group of 11-14 are already at school ; while in rural areas, the number of children enrolled in stds. V-VII will have to be increased from the present enrolment of 2.16 lakhs to the expected enrolment of 7.40 lakhs (i.e. 50 per cent. of the total number of children in the age group of 11-14). We propose to discuss, in the course of this chapter, the methods by which this expansion can be brought about and the difficulties that will have to be overcome in doing so.

94. The first step in this expansion programme of education in Stds. V-VII, as in all programmes of educational expansion, is to provide the necessary facilities. From this point of view, we make the following recommendations:—

Provision of facilities.

- (1) Even in urban areas, expansion of upper primary schools will be necessary. This may be brought about by (a) opening new central schools teaching Stds. V-VII or by (b) increasing the accommodation provided in existing central schools or upper primary schools ;
- (2) In the rural areas, the existing facilities of upper primary education are far too inadequate. It would, therefore, be necessary to expand them by (a) establishing central schools wherever necessary, (b) organizing first grade primary schools wherever possible and (c) developing higher tops in all places where they are necessary and would not affect the successful working of either a central school or a first grade school.

In all programmes of expansion, the provision of facilities *precedes* actual enrolment and Government will have to provide schools and teachers for standards V-VII long before all available accommodation is utilised by the public. It is no doubt true that there is a certain amount of wastage involved in this process and that "the bus will often have to be run with empty seats ;" but there is no escape from the situation and looked at from another point of view, even this

wastage may be considered as an essential preliminary to progress. As an example let us take the manner in which expansion of elementary education occurred in England. The following statistics show the number of children for whom accommodation was provided in elementary schools, the number of pupils that actually registered themselves and the average attendance in some years between 1871-1895:—

Year	No. of children for whom accommodation was provided in Elementary schools	No. of pupils actually enrolled in schools	Average attendance	Percentage of pupils enrolled in schools to the total No. of children for whom accommodation was provided	Percentage of average attendance to the total No. of children for whom accommodation was provided	Percentage of average attendance to the total No. of pupils enrolled in schools
1871 ...	2,012,679	1,802,419	1,231,434	90	60	66
1876 ..	3,426,318	2,943,774	1,984,573	82	54	65.5
1880 ...	4,240,753	3,895,824	2,750,916	90	64	71
1885 ...	4,998,718	4,412,148	3,371,325	89	67	75
1890 ...	5,539,285	4,804,149	3,717,917	87	67	77
1895 ...	5,937,288	5,299,469	4,325,030	88	72	82

It will be seen from the above statistics that even as late as in 1895, the accommodation provided was much in excess of what was actually utilised by the public. But one of the main causes of rapid educational expansion in this period was the fact that accommodation for non-attending children was provided for *in advance* by Government. This policy obviously implied some wasteful expenditure; but it was wisely accepted as an inevitable necessity and preliminary to rapid expansion. What happens in our Province is sometimes very different. The authorities require *proof* that attendance has increased and is going to remain stationary at the increased figure *before* additional teachers are sanctioned. In other words, we often expect an expansion of education to precede the provision of necessary facilities. This method is not likely to work satisfactorily. The teachers will not generally try to increase the attendance beyond the maximum figures prescribed for them. Even if an enthusiastic teacher were to do so and apply for an additional assistant, it often takes so long a time for the proposal to be sanctioned that popular enthusiasm generally dies out and the additional attendance disappears before the extra assistant is sanctioned, appointed and takes charge. This over-cautious practice has to be deliberately given up and Government should see that School Boards establish schools, equip them and appoint teachers in rural areas *in anticipation* of increased attendance in Stds. V-VII. It should not wait for 20 or 30 pupils to enroll themselves in Stds. V-VII before an extra teacher is sanctioned. On the other hand, it must appoint an extra teacher where necessary for Stds. V-VII even if 10 pupils are available and then call upon the teacher to make strenuous efforts to increase attendance to 20 or 30 within a prescribed period. If these methods which have been used by most progressive countries of the world in periods of educational expansion were to be adopted by Government, we have no doubt that the expansion of education in Stds. V-VII would also take place very rapidly in our Province.

95. After the necessary facilities are provided for education in Stds. V-VII by establishing schools and appointing teachers, the next step is to carry on an intensive propaganda in order to enrol as many children as possible in Stds. V-VII. For

Propaganda.

this purpose, the services of all officers of the Education Department should be utilised. In particular, it should be considered the duty of supervising officers (i) to carry on propaganda and persuade parents not to withdraw their children from schools after the completion of standard IV or the age of 11 as the case may be, (ii) to ascertain reasons why the children leave school as soon as the compulsory period is over and to try to retain them longer in the schools by adoption of suitable measures; and (iii) to visit the homes of children who have left school before completing Std. VII or the age of 14 and to induce them to rejoin the schools. Moreover, all officers of the Education Department must advise the people, particularly when they happen to be travelling in rural areas, to consider the education of seven years as the minimum required of a good citizen under modern conditions and exhort them to keep their children at school until they complete the age of 14. Lastly, it is both possible and necessary for *all* officers of Government who work in rural areas to carry on such a general propaganda for expansion of education in Stds. V-VII. There was a time when Government officers of every department, and particularly of the Revenue Department, used to pay regular visits to village schools, speak to the people on the importance of education and carry on propaganda for educational expansion. In recent years, however, this tendency has declined considerably and officers, other than those of the Education Department, hardly take any interest in the work of the schools and in educational expansion. This is really an undesirable state of affairs. If educational expansion is to be achieved in the shortest time, the whole weight of Government must be thrown in its support and every officer of Government should be expected to make his own contribution to the cause. We, therefore, recommend that strict instructions should be issued to *all* officers of Government asking them to visit, while touring in rural areas, the local primary schools and to tell the people to send *all* children in the age group of 6-11 to schools and to keep as many of them at school as possible until they reach the age of 14+. Such propaganda should also form an integral part in the social education campaigns that are now being organized by Government in all parts of the Province and special instructions in the matter should be given to all social education workers and supervising officers.

96. Propaganda will serve a useful purpose and enable us to increase the enrolment in Stds. V-VII to some extent. But mere propaganda will not solve the problem nor will it enable Government to raise the enrolment in Stds. V-VII, to the extent that we aim at. The third measure that we

Inducement to parents to keep their children at school till the age of 14.

recommend in this connection, therefore, is that inducements should be offered, particularly to persons of backward communities, to keep their children in schools until the age of 14+. In the rural areas in general and in the case of backward communities (whether urban or rural) in particular, there is a general unwillingness to send girls to school. Even if they are so sent, they are withdrawn as early as possible. Special inducements will, therefore, have to be offered to such parents to keep their girls at school until they are 14+ or until they pass Std. VII. With regard to the manner in which these inducements can be offered, we make the following suggestions:—

- (1) In Stds. V-VII, and particularly in rural areas, a large number of scholarships should be instituted for children of the backward communities and for girls of the other communities. The amount

of the scholarships need not be large and may vary from annas eight to Re. 1 per mensem ; but the mere fact that a child is in receipt of a scholarship will induce many a parent to keep him or her longer at school than might otherwise have been possible.

- (2) In Stds. V-VII presents should be given to children of poor parents or of backward communities. Special presents should be offered to girls who maintain satisfactory progress. In rural areas, it is found that a present of a 'Khan' (blouse-piece) or a 'saree' has a very great effect in inducing girls to come to school and to continue therein.
- (3) Educational equipment should be supplied free in Stds. V-VII to all girls and to children of backward communities.
- (4) A practice should be started under which 50 per cent. of the profit made by an upper primary school through craft should be distributed to the pupils pro rata. This will make the parents feel that not only are their children learning a useful craft, but that they are also earning some money while they attend schools. They will, therefore, feel this a great inducement to keep their children at school even if the age period of compulsion is over.

97. Even propaganda and inducement will not be enough to achieve our objective and we, therefore, recommend that, as the fourth step in the programme of expansion in Stds. V-VII, a special study should be made of the social and economic difficulties on account of which parents do not keep their children at school after 11 + and that a vigorous attempt should be made to overcome them.

Social and Economic difficulties that prevent children from continuing education in Stds. V-VII.

As early as in 1941, the Provincial Board of Primary Education opined that the largest number of children are withdrawn from schools even before completing the lower primary course on account of economic reasons such as (a) the employment of the child outside the family or (b) its use for purposes of work at home such as cattle-tending, dairying, assisting on the farm, taking care of a younger child, cooking, etc. In the case of girls, the Board opined that a special reason for withdrawing them from schools was early marriage or betrothal. Although no study has been made of the reasons for which parents withdraw their children from schools in the age group of 11-14, it is obvious that the above reasons will apply to their case also with equal or even greater force. If, therefore, the attendance in Stds. V-VII is to be increased substantially, it will be necessary to overcome the social and economic difficulties of parents in keeping children full-time in schools after they reach the age of 11+. From this point of view, we make the following three recommendations:—

- (1) The Child Marriage Restraint Act should be strictly enforced, particularly in rural areas;
- (2) The shift system should be widely adopted; and
- (3) Evening continuation schools should be organized for imparting education in Standards V-VII.

98. A little explanation of each of these recommendations is necessary.

The Child Marriage Restraint Act, 1929.

With regard to the first, it is common experience that girls are withdrawn from schools as soon as they are married or even betrothed and that it is very difficult to persuade a parent to keep his daughter at school after her marriage or betrothal. The only way, therefore, in which we can hope to keep girls in schools until

the age of 14 is not to permit their marriage to take place before that date. A study of compulsory education in Baroda State also shows that the enrolment of girls in schools increases in direct proportion to the strictness with which the Child Marriage Restraint Act is enforced. * We, therefore, strongly recommend that a system of registering every marriage should be introduced throughout the Province and that the provisions of the Child Marriage Restraint Act, 1929, should be rigorously enforced, particularly in rural areas.

99. In order to accommodate those children who cannot attend on a full time basis for economic reasons but who desire to continue their education and who can attend the school for a period of not less than three hours some time during the day, we recommend that the shift system should be widely adopted. It should be the duty of the teachers working in the villages to ascertain the time when children between 11 and 14 will be available for part-time school instruction in Stds. V-VII; to enrol such children into schools and to give them such instruction as is possible at the time when they can attend. In the classes that will be working on the basis of such a shift system, the syllabus to be followed should ordinarily be the same as that sanctioned for full-time schools. The only difference will be that the children will take a longer time to prepare for the P. S. C. Examination. If necessary, such items from the curriculum as physical training, and extra-curricular activities may be omitted and instruction may be confined to the teaching of the essential subjects only. If the time when the classes under the shift system are to work conflicts with the working of the full-time school, a separate teacher and accommodation for pupils studying under the shift system will have to be provided.

100. With regard to the third recommendation, it is our common experience that a large percentage of children in the age group of 11-14 will be required, on economic grounds, to work for their families during the day. The only way, therefore, in which they can be given further education in Stds. V-VII is by conducting continuation evening schools.

The advantages of a system of continuation evening schools for those who have completed Std. IV and who cannot, on economic grounds, continue to attend schools during the day are so patent that they hardly require detailed discussion. It would be sufficient to state that such schools will develop reading interests and aptitudes of children still further and, not only prevent a lapse into illiteracy, but what is still more important, provide a valuable opportunity for exercising their knowledge of the three R's. Secondly, these schools will make the transition from school to work gradual and thereby lay the foundation of a good system of adult education. Thirdly, they will enable a large number of children to receive 7 years' minimum education which would not otherwise be possible through the Day schools working with or without the shift system. So long as the economic condition of the masses in rural areas is not materially improved, it will be absolutely essential to organize evening continuation schools for children in the age group of 11-14.

We recommend that a beginning in this direction should be made in the central schools and an evening school teaching Stds. V-VII should be necessarily attached to every central school. The teachers of this school should be required

to carry on propaganda and persuade as many children of the age group of 11-14 as possible to attend such a school. Wherever possible, even adults who have passed standard IV and desire to study in Stds. V-VII may also be enrolled in the continuation school. One of the enthusiastic teachers in the school should be put in charge and paid an allowance for the work. The timing of the school should be left to be adjusted according to the local conditions subject to the rule that it must not be less than two hours per day. The course of studies should not be dominated by preparation for the P. S. C. examination although the curriculum for Stds. V-VII should be broadly followed. Stress should be laid on reading of newspapers and magazines, discussion of current social, political and economic problems, the development of the reading aptitudes of the children, guidance in the more intelligent pursuits of the vocations in which they might have been engaged, etc. In the light of the experience gained of this scheme in the central schools, these classes should be extended to all schools teaching Stds. V and higher and in particular, to all first grade primary schools.

The annual expenditure in connection with such an evening class conducted by one teacher may be as follows :—

(1) Allowance to teacher,		
Rs. 25 × 12 months =		Rs. 300
(2) Other expenses.	=	Rs. 100
		Rs. 400

Assuming that there is an enrolment of 20, the cost per pupil will roughly be Rs. 20 per annum.

Our last recommendation is that compulsory education in the age group of 11-14 should also be introduced wherever possible. This should particularly be done in those cases where it is possible to introduce compulsion without any extra cost. For instance, let us assume that, in a certain place, the central school has only 20 children in each of the standards V-VII. If compulsion is introduced in this area, it might be possible to raise the attendance to 40 in each class. This will not mean any material addition to the recurring expenditure. It would, in fact, be a gain because the existing teaching resources would be better utilised under this scheme. We, therefore, recommend that, wherever it is possible to do so without incurring heavy expenditure, compulsory education should be introduced even in the age group of 11-14. Such experiments would give us a valuable insight into the problem which will be of great use to us when we want to generalise compulsion throughout the Province for the age group of 11-14.

101. Finally, we would like to urge on Government the necessity of preparing a definite programme of educational expansion in Stds. V-VII for each district. Unless such a programme is prepared and kept before the Department as a whole and unless every officer of the Department is made to strive his utmost to realise it, no results worth mention will ever be attained. We, therefore, make the following recommendations :—

Necessity of preparing a definite programme of educational expansion.

- (1) The ideal to be reached at the end of 1960-61 should be to enrol not less than 50 per cent of the children in the age group of 11-14 in schools. As many children as possible should be enrolled on a

full-time basis ; where this is not possible on economic grounds, the shift system should be adopted and evening continuation schools should be organized.

- (2) A definite year-to-year programme of increase in attendance in Stds. V-VII on a whole-time basis, part-time basis and in evening continuation schools should be prepared for each district and it should be laid down as the responsibility of all the educational officers in the district to work it out according to schedule ; and
- (3) The necessary authority to work out this programme should be delegated to the officers on the spot and all formalities which are likely to prevent rapid expansion should be eliminated.

CHAPTER XIII

Miscellaneous problems

102. In this chapter, we propose to discuss certain miscellaneous problems connected with education in Stds. V-VII. These are (a) the place of the Primary School Certificate Examination ; (b) the co-ordination of the High School course with the primary course on the one hand and the University course on the other, (c) co-education, (d) the position of the special English Class for those *who* have passed the Primary School Certificate Examination, and (e) the future of the Lokashalas.

Introductory.

103. *The place of the Primary School Certificate Examination :—*

Under the existing conditions, the P. S. C. Examination is not integrally connected with the secondary course. The passing of this examination is obligatory on all those who want to be teachers in primary schools and also upon those who propose to join certain other appointments under Government. A candidate who has passed the P. S. C. Examination is ordinarily required to spend one year in a special class devoted to the study of English before he can be admitted to Std. VIII of secondary schools. Owing to the abolition of English and the introduction of craft-teaching in Stds. V-VII, the following issues arise for decision in connection with the Primary School Certificate Examination :—

Problems regarding the Primary School Certificate Examination.

- (i) Should there be a compulsory public examination at the end of Std. VII for all pupils reading in that standard ;
- (ii) should the passing of such an examination be regarded as obligatory for admission to Std. VIII, and
- (iii) should a practical examination in craft be included in the future Primary School Certificate Examination ?

104. We had included all these issues in our questionnaire and we find that most of those who have replied to it have made suggestions regarding the problem. On the first issue, viz., whether there should be a compulsory public examination at the end of Std. VII for all children enrolled in that standard, the replies have been overwhelmingly in the affirmative. As many as 180 persons have opined in favour of such an examination, only 50 have opined against, and 10 have expressed no opinion. On the second issue, whether the passing of such an examination should be obligatory for admission to Std. VIII, we find that the majority of opinion is in the affirmative. As many as 123 persons have opined that the passing of a public examination at the end of Std. VII should be made obligatory for those who seek admission to Std. VIII, 97 have opined against such a proposal, and 20 have expressed no opinion. On the third issue, viz., whether a practical examination in craft should be included in the future

Analysis of replies received.

P. S. C. Examination, we find that the majority opinion is in the negative. One hundred and five persons have opined that there should be a practical examination in craft as part of the future P. S. C. Examination, while 120 have opined against the proposal and 15 have expressed no opinion. If the replies to the questionnaire, therefore, are to be any guide, we will have to conclude (a) that there should be a compulsory public examination at the end of Std. VII, (b) that passing such an examination should be the minimum qualification for admission to Std. VIII and (c) that there should be no practical examination in craft in the future P. S. C. examination; but that the pupils should be required to produce a certificate from the Head of the school concerned to the effect that he has done his craft work satisfactorily.

We are, however, constrained to observe that we cannot accept these conclusions. We realise that the P. S. C. Examination serves a useful purpose and that it should continue to be held. We are also of opinion that passing this examination should be obligatory for those who want to be primary teachers of Stds. I—IV or desire to join certain other appointments under Government. All the same, we do not think that this examination should be obligatory on all pupils reading in Std. VII. Our educational system suffers from too many examinations and from too great an emphasis on coaching for the examinations. If this evil is to be minimised, it is necessary to diminish the importance of examinations rather than to add to it. We, therefore, think that all pupils of Std. VII who *desire* to appear for the P. S. C. Examination may be permitted to do so. Those who pass the P. S. C. Examination will necessarily be entitled to get admission to Std. VIII. In the case of those who do not choose to appear for this examination, the school concerned will hold the examination at the end of Std. VII and a certificate of the Head of a school to the effect that a pupil has passed Std. VII or been promoted to Std. VIII should be considered as adequate for admission to Std. VIII of any school. At present the certificates of Head Masters of a like nature stating that a pupil has satisfactorily completed the course prescribed for Std. IV are considered adequate for his admission to Std. V in any school. We see no reason why the same practice should not be adopted at the end of Std. VII also.

Our recommendation, however, should not be interpreted to mean that it is obligatory on the Head Master of a school to admit a boy, who has passed Std. VII to Std. VIII, of his school. Every Head Master has a right to decide whether a particular boy can or cannot be admitted to his school and also to hold an entrance test if he so desires. These rights will continue even in the future. All that we propose is that a certificate issued by the Head Master of a school to a pupil stating that he has passed Std. VII (or been promoted to Std. VIII) should be treated exactly in the same way in which a similar certificate of a Head Master stating that a boy has passed Std. IV (or been promoted to Std. V) is treated at present. We believe that this procedure will minimise the inelasticity and rigour of our educational system without any sacrifice of efficiency. In the case of Managements which conduct both primary and secondary schools, passing an internal examination after completion of Std. VII should be sufficient qualification for admission to Std. VIII.

In the same way, we cannot also accept the proposal that there should be no practical examination in craft in the future Primary School Certificate Examination. We feel that unless such an examination is introduced, the teaching of craft will not receive that attention at the hands of the schools which is essential for the fulfilment of the object of the introduction of craft. At the

same time, we feel that the work at school which a pupil has done throughout Stds. V-VII should also be taken into consideration at the time of the examination. We, therefore, make the following recommendation —

- (1) Careful records should be maintained about craft work done by a pupil throughout his school course in Stds. V, VI and VII. Government should prescribe the form of such records;
- (2) When a pupil studying in Stds. V-VII is transferred from one school to another, he should be required to carry these records along with him to the new school;
- (3) These records should be produced at the time of the practical examination in craft and the examiners should assign marks to them out of a maximum of forty; and
- (4) Sixty marks should be reserved for the practical examination in which the pupils should be required to appear.

If these proposals are accepted, we feel that the teaching of craft will be properly emphasised by the schools and the pupils alike and that adequate importance would be given to the work done by the pupil throughout his school-period as well as to the efficiency exhibited by him in a direct practical examination.

One special point in connection with the examination in craft at the Primary School Certificate Examination must be mentioned. Owing to several unavoidable difficulties, it has not been possible to introduce the proper teaching of craft in all schools during the last year and this year. It will be some time before fully trained teachers in craft, equipment and accommodation become available to every school teaching Stds. V-VII and the teaching of craft is organized efficiently all over the Province. The Department should, therefore, make an allowance for this in the conduct of the P. S. C. Examination for some time.

Co-ordination of the High School course with the Primary course on the one hand and the University course on the other.

105. The abolition of the teaching of English from Stds. V-VII has radically affected the existing secondary schools and it is absolutely essential to re-organize the whole of our secondary course at no distant date and to co-ordinate it properly with the Primary course on one hand and the University course on the other. In this connection, the following issues are raised—

Issues involved.

- (i) The Secondary course now gets restricted to four years only, viz., to Stds. VIII-XI. Is this duration adequate?
- (ii) If the answer to the above question is in the negative, what measures should be taken to increase the duration of the existing Secondary course? and
- (iii) What would be the financial, administrative and other implications of such a re-organization?

106. On the first of these issues, we are of opinion that four years is too short a duration for the Secondary course and that it should be increased to at least 5 years and if possible to six years. This question is, however, intimately connected with that of the medium of instruction at the University stage.

English and the duration of the Secondary school.

Unfortunately, however, no decision has yet been reached on this question. One view is that the medium should be the regional language. This is, however, opposed in several quarters on the ground that it would be next to impossible to prepare the necessary literature immediately in every Indian language ; that such a step would effectively prevent the exchange of University teachers and students ; and that it would encourage provincialism at the cost of national solidarity. On the other hand, opinion is also divided on the question whether English should continue to be the medium of instruction at the University stage or whether it should be replaced by the National Language. It is beyond our province to discuss this problem but whatever the decision on this issue may be, it will generally be admitted that, for the next 10 years, every pupil of Secondary Schools desiring to proceed to the University must be given a working knowledge of English so that he would be able to read and understand original English books in his subject ; that it might be difficult to give a pupil this very necessary command over English in the short High School course of four years with the present syllabus in this subject ; and that it would certainly be possible, with the adoption of better and different methods of teaching, to give every pupil who desires to proceed to a University a sufficient command over the English language if the High School course is lengthened to 5 or 6 years.

107. It is not only on the ground of adequate preparation in English or the National Language for the University stage that we recommend the lengthening of the High School course to 5 or 6 years. The reform stands defended on good educational grounds also. As early as 1919, the Calcutta University Commission came to the conclusion that the first two years of the existing University course (First Year and Intermediate) really belonged to the High School and not to the University, that the Matriculation was hardly an adequate preparation for a University career ; and that the dividing line between the High School course on the one hand and the University course on the other should be preferably drawn at the Intermediate stage. It recommended, therefore, the creation of new educational institutions called "*Intermediate Colleges*", which stood between a High School and the University. This recommendation has been tried in some Provinces, and particularly in the U. P., but does not appear to have obtained any positive success. In so far as the Province of Bombay is concerned, the proposal was never adopted, partly because the University did not want to lose its hold on the Matriculation Examination and partly because of the fear that the Managements of Degree Colleges would be financially crippled if they were deprived of the revenue from the First Year and Intermediate Classes. The Bombay view has always been that it is advantageous to combine the First Year and Intermediate Classes with the Degree classes in one institution because thereby it is possible to provide instruction to the two lower classes by the competent professors in charge of the Degree classes and to make up the financial deficit of the Degree classes by the surplus that generally accrues in the First Year and Intermediate Classes. Moreover, the Calcutta University Commission had also recommended that, simultaneously with the transfer of the Intermediate Classes to the High School stage, the Degree course should be lengthened to three years from two. This proposal has also been generally opposed on the ground that it lengthens the duration of the education course as a whole and increases costs.

108. On this issue we make the following recommendations :—

- (1) The duration of the Secondary course should be lengthened to five and, if possible, to six years ;

- (2) For this purpose the first two years of the University course should be transferred to the High School stage ; or, if this is not possible, at least one year of the University course should be transferred to the High School stage ;
- (3) It is not desirable to have separate institutions like the Intermediate Colleges. The course transferred from the University to the High School stage should be taught in ordinary high schools as part of the secondary curriculum ;
- (4) Certain questions regarding the internal organization of the new High Schools which will teach a five or six years' course should be referred to the Board of Secondary Education for advice. These should include problems such as (a) the qualifications of teachers and other requirements to be expected from High Schools in order to enable them to teach that portion of the University course which is proposed to be transferred to the High School stage ; (b) the methods to be adopted in teaching English in the High School course so as to give the pupil an adequate knowledge of the language by the time he is ready to enter the University, and (c) the preparation of a new secondary curriculum in continuation of that sanctioned by Government for Stds. I-VII.

The teaching of English in Std. V was abolished in the year 1948-49. A new batch of pupils who have studied no English hitherto in their school course would be reaching Std. VIII in the year 1951. The new syllabus of the High School course must be ready sufficiently in advance of this date. Government should, therefore, lose no time in coming to a decision on all the points raised above.

Co-Education

109. The question of co-education has become very important in view of the expansion of upper primary education that we are envisaging. If separate schools for girls are to be maintained for Stds. V-VII or Stds. I-VII, it goes without saying that the cost will rise, particularly at the upper primary stage. In several places, we shall have a boys' school teaching Stds. V-VII with inadequate attendance. In the same place, we might also be compelled to run a girls' school for these standards with inadequate staff, in spite of the fact that all the girls reading in these separate schools could be conveniently accommodated in the existing boys' schools. The maintenance of separate schools for boys and girls will thus be an economically undesirable step even in urban areas. In rural areas, in particular, the adoption of co-education in Stds. V-VII will enable us to organize bigger, well-equipped central schools in more villages than would ever be possible under a system of separate education for the two sexes. Moreover, the adoption of co-education will also improve the efficiency of the education of girls in upper primary standards very materially. At present we find that there are very few women teachers who are capable of teaching Stds. V-VII and men teachers have often to be employed to teach subjects like Arithmetic in the upper primary standards of girls' schools. The time when we would have an adequate number of S. S. C. passed and 2nd Year trained women teachers to staff all girls' schools teaching Stds. V-VII is rather remote and it would be an advantage to adopt co-education at the upper primary level as early as possible with a view to giving girls the same standard of education which boys receive. Besides, several other advantages will follow from co-education, viz., over-coming the general timidity

of the female sex, creation of a more healthy and favourable atmosphere on sexual questions, a more harmonious development of the adolescent personality of boys and girls alike, etc. We, therefore, strongly recommend that Government should lay down co-education as its policy throughout the primary stage.

110. The next question is how to introduce this policy in all areas without giving offence to popular feelings. From this point of view, we make the following recommendations :—

- (1) All separate girls' schools teaching Stds. I-IV in urban areas should be summarily abolished within a period of three years. The Bombay Municipality has already made a beginning by adopting co-education in primary standards I-IV in all municipal schools with effect from this year. This is a good example which should be copied in all urban areas where we feel that the public is fully ready to accept the reform.
- (2) The next step would be to abolish all separate girls' schools teaching Stds. I-IV in rural areas ; a beginning should be made with the bigger villages and the experiment should then be extended to the villages with middling population. In so far as the small villages are concerned, we have only single teacher schools and co-education is already a *fait accompli*. In such areas any demand for the establishment of a new school for girls should be summarily rejected. This programme should be completed in not more than 5 years.
- (3) In so far as Stds. V-VII are concerned, co-education should be introduced in the central schools. This will give us an idea of the experiment in rural conditions and will also enable us to popularize the same among the village people.
- (4) After watching the experiment of co-education in central schools for five years, it should be extended to all rural schools teaching Stds. V-VII in the next period of five years.
- (5) Mixed staff should be appointed in every primary school. Wherever possible, two women teachers at least should be appointed on the staff of every big school. In deserving cases, competent women should be appointed as Head-Mistresses and male teachers should be accustomed gradually to work under the supervision of Head-Mistresses.

111. The consequence of the abolition of English in Std. V in 1948-49 is shown in the following table :—

Year	Std. in which teaching of English was or would be abolished.
1948-49	V
1949-50	V and VI
1950-51	V, VI and VII

In this arrangement, a difficulty regarding the Special English class for P. S. C. passed pupils will arise in March, 1950. The question to be decided is whether this class should or should not be continued for one year more. If it is continued, the pupils who would pass out of that class in March, 1951,

The position of the Special English class for P. S. C. passed candidates.

might find themselves in a strange predicament. They would have studied English which was taught in the erstwhile Stds. I-III in secondary schools, but when they enter Std. VIII, they would find themselves in the midst of pupils who have received no instruction in English and who will begin their study of the language for the first time in that standard. In other words, they will either have to restart the study of English from the beginning or the schools will have to conduct a special division for them until they pass the Secondary School Certificate Examination. Neither of these alternatives is very helpful.

On the other hand, if no special class for P. S. C. passed pupils is organized in March, 1950, these pupils will not be admitted to any secondary school in that year because they will neither fit in with Std. VII (which they have already passed) nor with Std. VIII (where English would still be taught as in the erstwhile Std. IV of secondary schools). In other words, the candidates who have passed the Primary School Certificate Examination and who want to join a secondary school in March, 1950, will find that such admission is barred to them for one year, and that they can only be admitted to Std. VIII in March, 1951.

Reduced to the simplest term, the situation amounts to this: The pupils who have passed the Primary School Certificate Examination and want to join a secondary school in March, 1950, will lose in both ways. On the one hand, they will not get any immediate admission to a secondary school and will have to wait for one year for being admitted to Std. VIII. On the other hand, if they studied English in a special class, they will find themselves still in difficulty when they join Std. VIII in March, 1951, because the other pupils who would have reached that standard through the normal channel will not have studied English at all.

To solve these difficulties, we make the following recommendations:—

- (1) Immediate instructions should be issued to secondary schools to the effect that all Special English Classes for Primary School Certificate passed candidates should be stopped with effect from March, 1950;
- (2) It is open to P. S. C. passed candidates in March, 1950, either to wait for one year or join Std. VIII of a secondary school. If any candidate chooses the latter alternative, we suggest that the Department should permit the secondary schools to admit him to Std. VIII; and
- (3) Such schools should be directed to make special arrangements to bring these pupils upto the requisite standard in English.

Lokashalas

112. The abolition of the teaching of English from Stds. V-VII has created conditions under which the Lokashala course has become a sort of an anachronism. It will, therefore, be necessary to assimilate it with the S. S. C. course and we recommend that this problem should be examined by the Committee suggested by us in our recommendation (d) of para 12. In the meanwhile, the Lokashala graduates should be regarded as being equivalent to those who have passed the S. S. C. Examination for the purpose of recruiting teachers for Stds. V-VII.

CHAPTER XIV

The Problem of grants-in-aid

113. In so far as the District School Boards are concerned, the question of grants-in-aid does not arise. Under sub-section (3) of Sec. 42 of the Bombay Primary Education Act, 1947, a District School Board is entitled to a grant-in-aid equal to the whole of the deficit in its sanctioned budget. All the additional expenditure required for implementing the recommendations made by us in rural areas will, therefore, have to be borne by Government. The problem of grants-in-aid that requires to be considered now on account of expenditure on Stds. V-VII falls into two divisions, viz. (a) grants-in-aid to Authorised Municipalities and (b) grants-in-aid to private schools teaching Stds. V-VII.

114. The Authorised Municipalities will have to incur expenditure on upper primary standards in the following three ways :—

Financial responsibilities
of Authorised Municipalities.

- (i) they will have to maintain a certain number of schools under their direct control;
- (ii) they will have to give grants-in-aid to private primary schools which teach Stds. V-VII ; and
- (iii) they will have to give grants-in-aid to such secondary schools as would conduct Stds. V-VII.

Regarding the schools to be maintained by the Authorised Municipalities themselves, the position has become complicated in recent years. The population of cities has increased considerably since 1939. This increase in population coupled with the growth of popular awakening (and, in some cases, with the introduction of compulsion) has increased the number of pupils reading in Stds. I-IV in all urban areas. This increase of attendance in the lower primary standards coupled with the revision of the scales of pay and the payment of dearness allowance to primary teachers on account of the rise in the cost of living has increased the total expenditure on primary education in urban areas by several times the figures of pre-war-years. As the rates of grant-in-aid by Government have remained the same, the Authorised Municipalities are now called upon to spend a far larger amount on Stds. I-IV than they were required to do in the past ; and in spite of the additional income derived from very heavy increase in taxation, they cannot find the additional funds that are required for educational expansion. The first problem to be tackled in the case of the Authorised Municipalities, therefore, is to find the finances which will enable them (a) to maintain the existing facilities provided for upper primary education, (b) to increase these facilities to the extent immediately demanded by the public, and (c) to expand them progressively in such a manner that, in a period of ten years, the ground would be prepared for the introduction of compulsion in the age-group of 11 to 14.

The second problem before the Authorised Municipalities is to give adequate grants-in-aid to private schools giving upper primary education. On financial grounds, the Municipalities are generally unable to give adequate grants-in-aid to private primary schools. The first charge on Municipal funds is naturally that of the municipal schools themselves. In times like the present, when funds are hardly adequate to meet even the urgent requirements of the municipal schools, it is not a matter for surprise that the Municipalities should be unable to give adequate grants to private primary schools. This situation has made the private primary schools that exist in municipal areas to put forward a demand that they should be taken away from municipal control and placed in direct relationship with Government.

The third problem before the Authorised Municipalities is to give grants-in-aid to secondary schools on account of Stds. V-VII attached to them. If the private primary schools in urban areas want to be free from Municipal control, it can be easily imagined how unwilling the secondary schools would be to be placed under it. Until now, they have been in direct relationship with Government and have received fairly liberal grants for the old secondary Stds. I-III. They would naturally be unwilling to lose this privileged position. Several of them entertain a fear that the Authorised Municipalities may try to interfere with their internal administration and may not give them adequate grants-in-aid. For these reasons, the secondary schools are not in favour of the proposal to place them directly under Municipal control and would prefer to continue their existing direct relationship with Government. We have already made the definite recommendation that the old Stds. I-III of secondary schools, now designated as Stds. V-VII, should be treated as 'primary' and administered under the Bombay Primary Education Act, 1947. We do not, therefore, favour the proposal put forward by some secondary schools to the effect that their direct relationship with Government should be continued. We do not also share the fear put forward by some secondary schools that the Authorised Municipalities may interfere with their internal management. There is no justification for it and the Bombay Primary Education Rules, 1949, contain adequate safeguards. On the other hand, we do feel that there is a substantial basis for the fear that the financial interests of secondary schools will suffer when they are forced to accept grants-in-aid from Authorised Municipalities, and consequently, the only problem to be considered in this connection is the manner in which adequate financial assistance can be secured to the secondary schools on account of Stds. V-VII attached to them.

115. In order to enable the Authorised Municipalities to maintain an adequate number of primary schools teaching Stds. V-VII, we make the following recommendations:—

Grants-in-aid to the Authorised Municipalities on account of Municipal schools.

- (a) Every Authorised Municipality should be under an obligation to maintain all such facilities for upper primary education which it used to provide prior to the introduction of the Bombay Primary Education Act, 1947, and without the previous permission of Government, no Authorised Municipality should reduce the number of upper primary schools or the accommodation provided therein.
- (b) The Authorised Municipalities should be persuaded to expand the provision of upper primary education in order to meet

the increase in the number of pupils who are desirous of receiving such education. The first preference should, of course, be given to private enterprises; Municipalities need not expand their facilities if a sufficient number of private schools giving upper primary education come into existence. But wherever private enterprise does not come forward to provide upper primary education on an adequate scale, the Municipalities should be required to start an adequate number of upper primary schools.

- (c) Larger grants should be given to the Municipalities on account of upper primary standards. In the case of those Authorised Municipalities where Government gives a grant-in-aid at 50 per cent of the approved expenditure on primary education, we recommend that Government should fix the grants at the rate of 75 per cent of the approved expenditure on *upper primary schools*. In the case of Municipalities where the Government grant-in-aid is less than 50 per cent of the approved expenditure, we recommend that the grants on account of upper primary schools should be at 50 per cent.

If these steps are taken, we feel that the Municipalities would be able and willing to play their part in improving and expanding upper primary education by maintaining an adequate number of such schools of their own.

116. In so far as the responsibilities of the Authorised Municipalities to private schools teaching Stds. V-VII are concerned, the following problems will have to be considered:—

Grants-in-aid to private schools teaching Stds. V-VII in the areas of Authorised Municipalities.

- (1) Adequacy or otherwise of the existing grants-in-aid to private schools teaching Stds. V-VII;
- (2) If the existing grant-in-aid to private schools teaching Stds. V-VII is found to be inadequate, the basis on which grants-in-aid to such schools should be regulated in future; and
- (3) The measures which must be adopted to ensure that private schools teaching Stds. V-VII will receive all the grants due to them under the existing law.

117. Regarding the first of these issues, we find that at present there are two systems of grant-in-aid to private schools teaching Stds. V-VII, according as these standards are or are not attached to secondary schools. When these standards are attached to a secondary school, (i. e. the erstwhile Stds. I-III of secondary schools), the grants-in-aid are

Adequacy of the existing rules of grant-in-aid to private schools teaching Stds. V-VII.

regulated by the Grant-in-aid Code and are paid at 30 per cent ($33\frac{1}{3}$ p. c. in rural areas) of the approved expenditure. Grants-in-aid on account of non-recurring expenditure such as buildings are paid at 25 per cent of the approved expenditure subject to certain conditions. There are also special grants for such specific purposes as physical education, Provident Fund arrangements for teachers, dearness allowance, etc. When these standards are not attached to any secondary schools, the grant-in-aid is administered in accordance with the provisions of rules 115-118 of the Bombay Primary Education Rules, 1949.

These schools get a recurring capitation grant of Rs. 10 per pupil (which is raised to Rs. 12 in the case of all girls and pupils of Backward communities) plus a grant at $\frac{1}{4}$ ths of the approved overhead expenditure in the case of educational bodies and associations plus recurring grants for such specific purposes as payment of allowances to teachers on account of dearness or bad climate or backward areas or training, at such rates as Government may specify from time to time. These recurring grants are, however, liable to a reduction, if the Inspecting officers find that the standard of instruction maintained in the school is not satisfactory. Besides, these schools are also entitled to receive non-recurring grants on account of buildings, etc. at a rate which shall not exceed 50 per cent of the approved expenditure.

These rates of grant-in-aid will not be adequate in the new environment that will be created under our recommendations. Taking the case of Stds. V-VII when they are attached to secondary schools, we find that the income from fees which these standards used to yield in the past will, in future, be substantially reduced or disappear altogether. The secondary schools will not, therefore, be able to maintain these standards, if they are given the capitation grant of Rs. 10 or 12 per pupil as in the case of primary schools, because the expenditure per pupil in Stds. V-VII will be at least four or five times this amount and there will be no other source from which the deficit can be met. Even in the case of the primary schools which teach Stds. V-VII and are now getting grants under Primary Education Rules 115-118, it will not be possible for them to work out the new schemes of upper primary education on the basis of the existing grants-in-aid. These schools will now be called upon to introduce the teaching of a craft, to employ better qualified teachers and to pay them at the rates which may be sanctioned by Government for Municipal or District School Board Schools. Moreover, their income from fees will also disappear or be reduced to a very low figure as in the case of Stds. V-VII when attached to secondary schools. Under these circumstances, it will not be possible even for the existing primary schools to work out the new scheme of upper primary education unless the existing system of grant-in-aid is given up and a new and more liberal system is adopted instead. We, therefore, make the following recommendations:—

- (1) We have already recommended in Chapter IV that Stds. V-VII should be designated as primary irrespective of the fact whether they are or are not attached to a secondary school. It is, therefore, essential to have only one basis of grants-in-aid for all types of schools teaching Stds. V-VII ;
- (2) The existing bases of grant-in-aid to private schools teaching Stds. V-VII will be inadequate in view of the changes proposed to be introduced in the curriculum, standard of staffing and emoluments of teachers and it should, therefore, be abandoned and replaced by a more liberal system of grant-in-aid.

118. What this new basis should be is the next question to be discussed.

In this connection a number of proposals have been made to us. Some persons have accepted the approved expenditure of the school during the preceding year as the basis and suggested grants-in-aid at percentages varying from 50 to 75. Others have suggested the capitation basis of grants-in-aid and proposed figures varying from Rs. 30 to Rs. 40 per pupil. Some would like to have a grant-in-aid on the basis of salaries, while a few have suggested that the whole expenditure of the school should be borne by Government.

New basis of grants-in-aid to private schools teaching Stds. V-VII.

After a very careful consideration of the problem, we have come to the conclusion that as we need a rapid expansion of upper primary education, a capitation basis for grants-in-aid would be the best solution of the problem. We are conscious of the fact that capitation grants affect the interests of the management adversely because they remain constant while the salary bill continues to rise on account of normal increments. This flaw arises only when the capitation grant is fixed for a number of years as is done at present ; but it can be easily remedied by providing for a flexible rate which will vary automatically to suit the changing conditions. We, therefore, recommend that the grant-in-aid to schools teaching Stds. V-VII should be on a capitation basis and should be calculated on the average attendance of pupils during the preceding year.

We suggest that the cost per pupil in Stds. V-VII in the schools of the Authorised Municipalities (or District School Boards as the case may be) should be calculated every year and grant-in-aid to private schools teaching Stds. V-VII should be given at this rate. * The *raison d'être* for this suggestion is obvious. If the private schools had not been functioning, all the pupils that are now attending them would have come into the schools of the Authorised Municipalities (or District School Boards as the case may be) and it would have cost that body a certain amount, say Rs. 'X', to educate each of them. Since the private school does this work for and on behalf of the local bodies which are statutorily responsible for the education of these children, it should receive a grant-in-aid equal to Rs. 'X' per pupil—the amount which would have been expended by the Authorised Municipality (or the District School Board as the case may be) for the education of each child in its own schools. This basis is, therefore, equitable and just and we strongly recommend that it should be adopted. It has the further advantage of automatically adjusting itself to the changing social and economic circumstances. If the standard of living were to rise or costlier methods of teaching were to be introduced, the cost of education per capita in the schools of the Authorised Municipalities (or District School Boards, as the case may be) will also rise and this will immediately result in the payment of a larger grant-in-aid to the private schools which will thereby be entitled suitably to modify their scales of pay and to adopt the new teaching methods. The private schools will thus be in a better position to keep pace with public schools, if a system of capitation grant on the basis suggested by us is adopted by Government.

The payment of the capitation grant at the above rates should be made conditional on two things.—

- (a) The managements of the private schools must employ teachers of the same minimum qualifications as will be prescribed by Government for Board schools, and
- (b) They should give them the same scales of pay as are sanctioned for the teachers under the School Boards. It is absolutely essential to make no distinction between the emoluments of teachers working in Government or Board schools on one hand and the private schools on the other. The recent scale sanctioned by Government for secondary teachers has introduced this desirable reform at the secondary stage and it is necessary to introduce it now at the upper primary stage also.

*The grant-in-aid should be subject to all the usual conditions and, in particular, must not exceed the net expenditure of the school concerned.

In so far as non-recurring grants to private schools are concerned, we suggest that Government should give them grants for buildings and equipment at 75 per cent of the actual or estimated cost, whichever is less, subject to the usual conditions.

119. The next problem to be discussed refers to the steps that will have to be taken in order to ensure that the private schools teaching Stds. V-VII will get all the grant-in-aid due to them under the rules from the Authorised Municipalities. On this subject, we are definitely of opinion that Government should make it obligatory on Authorised Municipalities to pay to all private primary schools the full amount of the grant due to them under the rules. The payment of such amounts should be prescribed as an obligatory duty of the Municipality by a suitable amendment of the Bombay Primary Education Act, 1947, and the rules thereunder. This is the only way in which the schools can be assured that they would get adequate support from the public funds. If, however, Government feel that it is not possible, for any reason, to pass the necessary legislation making it obligatory on the Municipalities to pay the full amounts of grant-in-aid due to private schools teaching Stds. V-VII, we suggest that Government should relieve the Authorised Municipalities from the responsibilities of the payment of grant-in-aid to private schools teaching Stds. V-VII. The whole amount of such grant-in-aid should be entirely borne by Government and paid to the private schools through the Authorised Municipalities.

This course that we are recommending now is not entirely new and the history of primary education in the Province shows a precedent for it. In 1884, every Municipality was authorised to manage all the primary education within its area and Government gave it a grant-in-aid fixed for a number of years, known as the 'contract grant'. In most of these municipal areas, there were several private primary schools which used to receive, prior to 1884, direct grants from the Government Education Department and which were now called upon to apply to the Municipalities for grants-in-aid. Some of these schools, e. g., the mission schools in particular, were not willing to go under Municipal control, nor were the Municipalities willing to take up all these schools because they would not have been able to bear the subsequent financial burden on the basis of the contract grants. In order to resolve the difficulty, a compromise was worked out and in 1887, Government began to bear the full amount of grant-in-aid to private primary schools in Municipal areas. These schools were described as schools aided *outside* the contract grant. This system continued right upto 1924 when the Bombay Primary Education Act introduced a new one. The situation of the private schools teaching Stds. V-VII in the areas of the Authorised Municipalities to-day resembles the above situation very closely. The private primary schools teaching Stds. V-VII in general and the secondary schools having Stds. V-VII attached to them in particular are at present unwilling to go under Municipal control and the Municipalities are neither willing nor able to aid them in full. If Government is unwilling to compel the Municipalities by law to pay to the private approved schools the grants due under the rules, it would be necessary to solve the problem, as it was solved once in the past, by Government agreeing to bear the whole expenditure on account of grants-in-aid to private schools teaching Stds. V-VII.

120. The only problem that now remains to be discussed is that of private schools teaching Stds. V-VII in the area of District School Boards. In this case,

the position is much simpler than under the Authorised Municipalities. The only action needed in this case is, to frame new rules of grant-in-aid on the principle that we have recommended already in the case of Authorised Municipalities. That is to say, the private schools teaching Stds. V-VII in rural areas should be paid a grant on a capitation basis at the rate equal to the cost of educating pupil in Stds. V-VII in schools conducted by the District School Board concerned, subject to the usual conditions. The non-recurring grants should also be paid, as in Municipal areas, at 75 per cent of the approved expenditure.

CHAPTER XV

Financial Implications

121. In the preceding chapters we have set forth in detail our recommendations regarding the manner in which the upper primary education in the Province should be organized. In the course of this chapter, we shall discuss the financial implications of our recommendations and try to calculate roughly what the total liability of Government would be at the end of the next 10 years if effect is given to all the recommendations made by us.

122. There are two bases for calculating the financial implications of our recommendations. We may either begin with the present enrolment of pupils in Stds. V-VII in the Province and with the existing cost of education per pupil in these standards, make the necessary allowances for increase in the number of pupils and in the cost of education per pupil on account of the recommendations made by us, and thereby calculate the ultimate financial liability of Government on account of upper primary education at the end of ten years. On the other hand, we may ignore the statistics of education in Stds. V-VII and work out all the financial implications of our scheme on the basis of the total population of the Province. We consider that it is not practicable to adopt the former of these bases. The latest statistics available with the department are those for 1947-48 while we need the statistics for 1948-49—the year in which the teaching of English was done away with in Std. V. Moreover, no statistics are as yet available for a large number of Indian States which have been integrated with the Province very recently and it would be very difficult to collect all the statistics needed by us for the entire area of the Province as it stands to-day. Even if it were possible to do so, the attempt would involve an expenditure of time, money and energy far out of proportion to its utility. We have, therefore, decided to give up this basis altogether and to work backwards on the basis of the total population of the Province alone. Besides having an equal advantage of accuracy with the former method, it has the additional and important advantage of making it possible to calculate the financial implications of our recommendations without any delay.

123. We have recommended a programme of ten years which, we hope, will be introduced by Government with effect from the year 1950-51. We shall, therefore, have to calculate the ultimate financial liability of Government at the end of the programme, that is to say, in 1960-61. It will, therefore, be necessary for us to estimate what the population of the Province would be in that year.

The latest available census statistics are those of 1941. According to these statistics, the Province of Bombay had a total population of 2,08,49,840. To this must be added the population of the following States which have recently been integrated with the Province:—

Name of the State or States	Population
Baroda... ..	28,55,010
Deccan States, including Kolhapur ...	27,85,428
Gujarat States	14,58,702
Total...	70,99,140

The total population of the Province, as it stands to-day, will, therefore, be 2,79,48,980, according to the census of 1941. To this must be added the increase that has already taken place during the last eight or nine years, and the increase that will take place in the next 10 or 12 years. As the average rate of growth of population is about 1 per cent., it would be quite reasonable to estimate that the population of the Province will increase by approximately 56 lakhs during the 20 years following 1941, and that it will roughly be 336 lakhs in 1961.

124. The next point to be decided is the percentage of population that should be at schools in Stds. V-VII. Calculations made from the census statistics show that if compulsory primary education is introduced in the age group of 6-11, provision will have to be made for children at 15 per cent. of the population. Out of this number, it is generally agreed that $12\frac{1}{2}$ per cent. represents the children in the age-group of 6-11 and that the remaining $2\frac{1}{2}$ per cent. represents the children of 6- or 11 + who will be attending schools on a voluntary basis. These statistics can give us a rough basis for calculating the number of children of the age group of 11-14 who ought to be in schools and reading in Stds. V-VII. The period of 6-11 is of five years, and, therefore, the number of children in the age-group of 11-14 (which is a period of 3 years only) must approximately be equal to $\frac{3}{5}$ ths of $12\frac{1}{2}$ per cent. i. e. about $7\frac{1}{2}$ per cent. This conclusion is also supported broadly by the census statistics which show that the number of children in the age-group of 6-14 is roughly about 20 per cent. of the total population. We shall, therefore, assume that the total number of children in the age group of 11-14 who would be reading in Stds. V-VII under a system of universal compulsion should be calculated at $7\frac{1}{2}$ per cent. of the total population. On the basis of the total population of 336 lakhs in the Province in 1961, we assume that the total number of children in the age group of 11-14 who will have to be provided for in Stds. V-VII, if compulsion is introduced in their case, will be 25.2 lakhs or roughly 25 lakhs.

According to the present plans of the Government, compulsory primary education is to be introduced in the age group of 6-11 in a period of 10-12 years beginning with the financial year 1947-48. We, therefore, hope that this programme will have been completed by 1959-60. The next stage should, therefore, automatically be to introduce compulsory education for the age group of 11-14. This programme coincides with the recommendation of the Kher Committee which has suggested that compulsory education for the age group of 6-14 should be introduced in three stages of two five-year programmes and one six-year programme. We shall, therefore, assume that in 1961—

- (a) Government would have introduced compulsory education in full for children of the age group of 6-11;
- (b) It would have made the necessary preparations for introducing compulsion for the age group of 11 - 14; and that

- (c) It would introduce compulsory education for all children in the age-group of 11-14 in a programme of 5 or 6 years beginning with 1961.

In 1961, therefore, the stage must be completely ready for introducing compulsion in the age group of 11-14. That is to say, more than half of the children of this age-group must already be in school on a voluntary basis. In 1960-61, therefore, we shall assume that at least nine lakhs of children will have been enrolled in Stds. V-VII on a full-time basis and that at least six additional lakhs of children would be so studying on a part-time basis.

125. The next step in the analysis is to find out the cost per pupil in upper primary education. In order to arrive at it, we shall have first to calculate the cost of a teacher unit. On the basis of the scale recommended by us, viz., Rs. 56-2-80-4-120-(Sel. Grade)-5-140 (Average pay Rs. 92) and the existing dearness allowance of Rs. 45 p. m., we find that the cost per teacher unit will be as follows :—

(i) Salary Rs. 92 × 12	= Rs. 1,104
(ii) Dearness allowance Rs. 45 × 12	= Rs. 540
(iii) Contingencies, and Room-rent Rs. 6 × 12	= Rs. 72
(iv) Provident Fund contribution at 1/16th of the salary	= Rs. 69
	<u>Total Rs. 1,785</u>

On the assumption that a teacher will manage 30 pupils, this estimate gives us a per pupil cost of Rs. 59.5 or roughly Rs. 59 per child per year for full-time education.

For part-time education in the primary schools, the estimate of costs will be different and may be worked out as follows :—

(i) Salary of a part-time teacher - Rs. 25 × 12	= Rs. 300
(ii) Other expenses per annum	= Rs. 100
	<u>Total Rs. 400</u>

Assuming an attendance of 20 pupils in each class, it will be seen that the part-time upper primary education of a child will cost roughly Rs. 20 per annum.

126. On the basis of these two assumptions, we find that the total recurring cost of education in Stds. V-VII for the Province as a whole would come to Rs. 651 lakhs as follows:—

Total recurring cost of Education in Stds. V-VII in 1961.

(i) 9 lakhs of children attending schools on a full-time basis at Rs. 59 per child. Rs. 531 lakhs
(ii) 6 lakhs of children attending schools on a part-time basis at Rs. 20 per child <u>Rs. 120</u> ,,

Total Rs. 651 lakhs.

In these estimates we have made no provision for charges on account of direction and inspection which are generally calculated at 10 per cent. of the direct expenditure on primary education. This is because the inspecting staff appointed for primary schools teaching Stds. I-IV will be able to look after the schools teaching Stds. V-VII also, without any appreciable addition to their strength, if the system of administration and supervision is re-organized on the lines recommended by us. Secondly, we have also not provided any amount for the recurring expenditure for the teaching of a craft because we believe that the income from the introduction of the craft will at least be able to meet all the expenditure incurred on raw-materials, etc. It may and should bring some additional income to the schools; but we have not taken this into account. Thirdly, we have calculated only Rs. 3 per month per teacher on account of rent, because we hope that Government will provide the necessary amount of non-recurring grant to provide buildings to all the upper primary schools in the course of the next ten years. Fourthly, we have not shown any saving on account of private schools because the rate of grant-in-aid we have recommended is exactly equal to the cost per pupil in the schools of Authorised Municipalities and District School Boards teaching Stds. V-VII. All things considered, therefore, we believe that the estimate of cost given by us above is substantially correct on the basis of the assumptions made.

This amount of Rs. 651 lakhs that will be required for education in Stds. V-VII will not be required all at once. In the beginning, for the first three years or so, the expenditure will rise slowly because the teachers will then be under training and the central schools would be just making their way. But thereafter, the expenditure will begin to rise rapidly and the peak expenditure of about Rs. 6.51 crores will be reached by 1961.

127. The non-recurring expenditure on education in Stds. V-VII may be calculated on the following assumption:—

Total non-recurring cost of
Education in Stds. V-VII.

(i) A school room which provides accommodation for 30 pupils requires, as recommended by us, an expenditure of about Rs 3,200 from Government. We, therefore, propose to calculate the expenditure on buildings at Rs. 100 per pupil. Some of the schools teaching Stds. V-VII to-day may have buildings of their own. It is not possible to state what accommodation is exactly provided in such buildings; but we may state roughly that new school buildings will have to be constructed to accommodate at least 6 lakhs of children in Stds. V-VII. The total cost of this programme would come to Rs. 600 lakhs, or Rs. 60 lakhs a year for a ten-years' programme ;

(ii) With regard to the equipment to be supplied to the schools teaching Stds. V-VII, we feel that a provision of Rs. 40 per pupil will be required—Rs. 25 for bania desks, books, teaching equipment, etc. and Rs. 15 for the craft. On the basis of the nine lakhs of pupils who have to be provided with full-time instruction in Stds. V-VII, we shall need a total amount of Rs. 360 lakhs for the purpose.

On the whole, therefore, the total non-recurring expenditure required for the scheme will be Rs. 960 lakhs in total or Rs. 96 lakhs a year in a programme of ten years.

128 A. It will be seen from the foregoing discussion that the programme of educational expansion in Stds. V-VII recommended by us will require a recurring expenditure of 651 lakhs and an amount of Rs. 96 lakhs a year, for a period of ten years, on account of non-recurring expenditure on buildings and equipment.

Ways and Means.

It is true that these amounts are large and a question may be raised whether it would be possible for Government to afford all this additional expenditure in view of its present financial position and in view of its commitments for other urgent activities of national reconstruction. It will be beyond our province to discuss the ways and means in which the additional expenditure required for educational expansion should be raised. This is a matter entirely for Government to decide in consultation with financial experts and the departments concerned. We, however, feel that the provision of "free and compulsory education for all children until they complete the age of 14 years" becomes an urgent and unavoidable responsibility of Government since it is included in the Constitution as one of the directive principles of State policy. All such principles have been declared to be "fundamental in the governance of the country" and it is laid down that "it shall be the duty of the State to apply them in making law." The money required for fulfilling this responsibility, therefore, will have to be found somehow. If it cannot be found all at once, it is for Government to examine this question and to prepare, if necessary, a short range and graduated programme in which all the steps required to introduce free and compulsory education upto 14 years shall be taken.

CHAPTER XVI

Summary of Recommendations

1. *Abolition of the teaching of English from Stds. V-VII* :—The removal of English from the “middle” school stage is an educationally sound and long desired reform. It has created, however, a number of problems which have to be faced *comprehensively, quickly and firmly*. With this object in view, it is recommended that—

- (a) the policy of removing English from the first seven years of the educational ladder should be considered as an All-India question and the Government of India should be moved to co-ordinate the provincial policies in this respect ;
- (b) the questions regarding the National Language and the medium of instruction at the University stage should be got decided as early as possible ;
- (c) the importance of English in public life should be reduced by a planned programme of substituting the National and Regional Languages in place of English ; and that
- (d) a special committee should be immediately set up to examine the replanning of the secondary course to suit the new conditions.

(Para. 12)

2. *Classification of Stds. V-VII* :—Standards V-VII must be treated as *primary* because primary education is a continuous, organic and indivisible unit of seven years.

(Para. 18)

3. *Exodus of pupils from secondary to primary schools* :—The immediate and the most noticed consequence of the removal of English from Stds. V-VII has been the exodus of pupils from secondary to upper primary schools. This has been more particularly noticeable in the rural areas. The main cause of this exodus is the unequal rates of fees charged in Stds. V-VII attached to secondary schools and in the upper primary schools. It is necessary to stop this exodus early and effectively by abolishing fees in these standards.

(Para. 22)

4. *Position of rural ‘middle’ schools teaching Stds. V-IX* :—The District School Boards should not expand facilities for upper primary education in such a way as to liquidate or cripple the existing “middle” schools teaching Stds. V-IX in rural areas, provided these schools are functioning efficiently.

(Para. 24)

5. *Influx of pupils into the upper primary schools* :—The influx of pupils into the upper primary schools which arose out of the abolition of English will continue for some years to come because of the expansion of education in the age-group of 11-14. The expansion of upper primary education will, therefore, have to be treated as a problem not necessarily connected with the exodus of pupils from secondary schools but as a preliminary measure to the introduction of compulsion and free education of seven years for every child.

(Para. 29)

6. *Fees* :—Education in Stds. V-VII which forms part of the primary course should normally be free. (Para. 34)

7. No fees should be charged in Stds. V-VII of public primary schools, i. e. schools conducted by Government or Authorised Municipalities or District School Boards. (Para. 42)

8. With regard to the levy of fees in private primary schools, it is necessary to see that the right of private schools to charge fees is so exercised as not to affect the right of the public to receive free primary education. It is, therefore, recommended that—

- a) The policy of Government should be to give free education to not less than 75 per cent of the pupils enrolled in Stds. V-VII in the area of a School Board ;
- b) In areas where the public primary schools (which will all be free) provide accommodation for at least 75 per cent of the pupils enrolled in Stds. V-VII, no restriction need be imposed on the rates of fees charged by private schools nor on the freestudentships provided by them ;
- c) In areas, however, where the total number of free places available in Stds. V-VII is less than 75 per cent, Government may take action on either of the following two lines—
 - (i) the number of, and the accommodation in, public primary schools may be increased so as to enable them to provide education to 75 per cent of the pupils enrolled in Stds. V-VII ;
or
 - (ii) the private schools in the area may be compelled to provide an adequate number of free places so that the total number of freestudentships available in the area is not less than 75 per cent of the enrolment in Stds. V-VII.
- (d) The institution of fee grants is not recommended ; but the rates of grant-in-aid to private schools should be revised and made liberal so that it will be possible for private secondary schools either to abolish fees in Stds. V-VII altogether or to reduce them to the very minimum. (Para. 43)

9. *Organization of upper primary education in rural areas* :—With a view to the proper location of schools teaching Stds. V-VII in rural areas, we make the following recommendations—

- (1) Government should arrange for the establishment of *Central schools* in suitable places. Every Central school should satisfy the following conditions—
 - (a) There should be at least 20 pupils in each of the Stds. V-VII ;
 - (b) Each one of the Stds. V-VII should be in charge of a separate teacher ;
 - (c) The Head Master of the school must be a specially selected and capable person ;

(2) *First Grade primary schools* should be established in as many villages as possible subject to the following conditions—

- (a) There is no Central school within a distance of two miles ;
- (b) the school has *at least three* teachers ;
- (c) Stds. V-VII are necessarily placed in charge of trained teachers ; and
- (d) the total number of pupils reading in Stds. V-VII is not less than 20 ;

(3) *The development of higher tops* (either Std. V or Stds. V and VI) should be permitted in a primary school subject to the following conditions—

- (a) the school concerned is beyond a distance of two miles from any Central or First Grade school ;
- (b) If the opening of Std. V only is contemplated, there should be eight or more pupils enrolled in the standard and a trained teacher should be available to teach it ;
- (c) For Stds. V-VI to be developed, there should be at least fifteen pupils enrolled in the two standards together and a trained teacher available to teach them ;

4) In order that the existing provision of upper primary education in rural areas be not affected adversely by the recommendations made above, it is suggested that—

- (a) the existing First Grade primary schools should be continued for a period of three years even if the attendance in Stds. V-VII is less than 20. The First Grade school should be abolished if, after giving due notice to the people of the locality, the attendance does not rise to 20 or more in a period of 3 years ;
- (b) The higher tops in existing schools may be abolished after one year if such schools are within a distance of 2 miles of a place where a Central or First Grade school has been established. In other cases, they should be continued for a year or two, even if the attendance is less than what has been recommended as necessary. The people of the locality should be given notice that these higher tops will be abolished unless the attendance rises to the prescribed figure within three years and necessary action taken accordingly in due course. (Para. 46)

10. *Central Schools* :—Every Central school should have three aspects : (a) a model for the primary schools in the neighbourhood ; (b) an administrative unit for a group of primary schools ; and (c) a community centre. (Para. 47)

11. In order to make every Central school a model to all the primary schools in the neighbourhood, it should be provided with a capable Head Master, a good building, an adequate playground, a hostel (wherever necessary), equipment for teaching both formal subjects and craft and for conducting social services, a library for pupils and teachers, a projector (if possible) and a plot of and for kitchen-gardening or agriculture. It should lay special emphasis on

extra-curricular activities and conduct a class for part-time continuation education in Stds. V-VII for those children who cannot, on economic grounds, receive education on a full-time basis. (Para. 48)

12. The first step in the programme of qualitative improvement of primary education in rural areas should be the organization of Central schools as model institutions in all parts of the Province. (Para. 48)

13. The Central schools should be used as administrative units for certain minor functions with respect to schools in the neighbourhood such as (a) the distribution of pay, (b) acting as a channel of correspondence between the Administrative Officer on the one hand and the individual primary schools on the other (c) functioning as an agency to distribute orders, circulars, books, stationery, furniture, equipment, etc. received from the School Board Office, (d) the organization of periodical meetings of teachers, holding conferences, giving demonstration lessons or organizing informal discussions on educational topics and (e) organizing inter-school sportsmeets, dramatics, social service projects and recreational programmes. (Para. 49)

14. The Central schools should serve as community centres and undertake such activities as conducting a social education class for adults in the neighbourhood, organizing games and recreational activities for the adult population, conducting school surveys, staging school-dramatics for the recreation and education of the community, and generally undertaking such other social activities as would enable them to establish multiple contacts with the neighbourhood. (Para. 50)

15. The Central school should be preferably located at the bazaar village in areas where the system of weekly bazaars is found to exist. Where the system does not exist, the villages within a convenient distance from the principal village should be grouped together and the Central school should be located at the principal village of the group. (Para. 51)

16. The planning and location of Central schools in rural areas should not be treated as an isolated problem. It should be co-ordinated with the provision of secondary schools and, more generally, with the planning of all social services provided by all departments of Government in rural areas. (Para. 52)

17. Surveys of every district on the lines of the survey for the Kolhapur State should be carried out with a view to planning of all social services in rural areas on scientific, economic and co-ordinated basis. (Para. 53)

18. *Re-organization of Supervising Agency* :—On grounds of economy and efficiency, the existing system of administration and supervision of primary schools should be reorganized on the following lines :—

(a) The posts of the A. O. and D. E. I. should be combined into one and the new post should be designated as "Superintendent of Schools", who should be a Government servant ,

(b) There should be a single cadre of supervising officers ;

(c) The duties of administration, inspection and enforcement of attendance should all be entrusted to this single agency ;

(d) The head of this single supervising agency in the district should be the Superintendent of Schools ; below him, there should be an adequate

number of Assistant Superintendents to help him in the administration of primary schools ; finally, there should be a number of supervising officers in accordance with recommendation (e) below ;

(e) One supervising officer should be appointed for not more than 30 villages or 3,000 pupils in rural areas and 5,000 pupils in urban areas. He should be required to stay within his beat, to tour for not less than 20 days in a month and to visit schools within his jurisdiction at least twice in three months;

(f) The following duties of the Attendance Officers should be transferred to Head Masters of schools ;

- (i) the maintenance of a correct and up-to-date census register ;
- (ii) the issue of Attendance notices ; and
- (iii) the enrolment of all children liable for compulsion in schools within two months of the commencement of the school year.

(g) All other duties of the Attendance Officers should be transferred to the new cadre of supervising officers who would perform, in addition, all the duties that are at present being performed by the Asstt. Deputy Educational Inspectors in respect of primary education and all the duties that are proposed to be entrusted to the Supervisors that may be appointed under the Bombay Primary Education Act, 1947. (Para. 62)

19. The following two duties which are now entrusted to Taluka School Masters should be transferred to the Head Masters of Central schools :—

- (a) The collecting of the pay bills of all schools in the taluka and forwarding them to the Administrative Officer in this behalf ; (vide also recommendation No. 13 above)
- (b) The distribution of orders, circulars, books, stationery, furniture, equipment, etc. received from the School Board office among the primary schools in the Taluka in accordance with the instructions given to him (vide also recommendation No. 13 above) (Para. 63)

20. In order to improve the existing machinery for administration of primary education, it is necessary to amend the Bombay Primary Education Act, 1947, on the following lines :—

- (1) The portions relating to the Administrative Officer, the Asstt. Administrative Officers, Supervisors, and Inspecting Officers of Government should all be amended so as to create a single agency for the inspection and administration of primary education ;
- (2) An Authorised Municipality should be defined as a Municipality constituted under the Bombay Municipal Boroughs Act, 1925, whose total expenditure on primary education is more than Rs. 1 lakh and which is prepared to contribute not less than 50 per cent. of the approved expenditure on primary education ;
- (3) In the case of an Authorised Municipality, the single agency for the administration and supervision of primary education referred to above should be placed under the Municipality concerned ;

- (4) In the case of the rural areas, there should be a School Board for each district which should work in an advisory capacity. Its constitution should be on the same lines as at present and its powers should be as defined in Sec. 13 of the Bombay Primary Education Act, 1947.
- (5) Provision should be made in the Act to enable Government, wherever Government considers it expedient, to delegate any or all the powers vested in it under the Act to the District School Board. In particular, Government may authorise the Board to appoint all the Subordinate staff except the "Superintendent of Schools", and may, in deserving cases, place the single agency for administration and supervision under the control of the District School Board. (Para. 64)

21. In order to associate the rural public more intimately with the administration of village primary schools, the following rule should be added as 192 A to Chapter XI of the Bombay Primary Education Rules, 1949:—

" 192 A—It shall be open to a District School Board to delegate to a school committee all powers, other than those enumerated in the preceding rules."
(Para. 66)

22. Regarding the duties to be delegated to the Village School Committees under the above rule, we suggest the following:—

- (1) the power to determine which children shall be provided with books, slates and other materials on account of poverty of their parents ;
- (2) the power to carry out current repairs to school building or special repairs not exceeding a specified amount ; and
- (3) subject to revision, where necessary by the supervising officer, the power to deal with certain matters with regard to enforcement of compulsion such as issue of warnings, attendance orders, determination of the reasonableness of the excuse put forward by the parents for non-attendance, etc.
(Para. 66)

23. With a view to making the rural public take a keener interest in the local schools, it is recommended that —

- (a) The French system of the "School Chest" be adopted forthwith ;
- (b) Every Village School Committee be authorised to collect money for the local school ;
- (c) Government should give a grant to the School Chest at about 25 per cent. of the amount collected locally ;
- (d) A certain percentage 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
- (e) The whole amount thus collected should be available for expenditure in connection with certain specified items connected with the local school ;
(Para. 67)

24. With regard to the administration and supervision of primary schools of non-Authorised Municipalities, it is recommended that —

- (a) Every non-authorised Municipality should be required to appoint a School Committee. Detailed rules on to the lines of rules 123 to

123 D of the Bombay Primary Education Rules, 1924, may be framed for the purpose ;

- (b) It should be made obligatory on the District School Board concerned (or the Authorised Municipality as the case may be) to *consult* the School Committee in matters such as the location of new primary schools, closure of existing schools, construction of new school buildings, preparation of schemes for expansion of primary education, etc.
- (c) Powers and duties which are substantially larger than those of the Village School Committees should be delegated to these School Committees. (Para. 68)

25. With regard to the administration and supervision of primary schools in the areas of Authorised Municipalities, it is recommended that —

- (a) the area of the Authorised Municipality should be divided into a number of 'districts' for educational purposes ;
- (b) A School Committee should be set up for each district ; and
- (c) The duties of looking to the welfare of school children and enforcement of compulsion should be entrusted to such committees on the broad lines recommended by Mr. R. V. Parulekar in his study of the problem with reference to the City of Bombay. (Para. 70)

26. *Qualifications and training of teachers for Stds. V-VII* :—only such persons as have passed at least the S. S. C. (or any equivalent) examination should be considered eligible to become teachers of Stds. V-VII. (Para. 74)

27. A candidate who desires to become a primary teacher must select for his S. S. C. Examination (a) a regional language (English in the case of persons who want to be teachers in schools where the medium is English) under Group I, (b) two subjects from group IV and (c) at least one subject from Group II. (Para. 74)

28. Every teacher of Stds. V-VII should receive a continuous professional education of two years after passing the S. S. C. or equivalent examination. (Para. 75)

29. As it is not immediately possible to have a sufficient number of S. S. C. passed and two year trained persons for employment as teachers of Stds. V-VII, it is recommended that :—

- (1) Government should lay it down as a policy that it is desirable to employ only such persons, as have passed the S. S. C. or an equivalent examination and received 2 years' training, as teachers for Stds. V-VII ;
- (2) Every possible encouragement should be given to persons who have passed the S. S. C. (or an equivalent) examination to become primary teachers. They should be given priority in deputation to Primary Training Colleges ; Matriculates who are already in service should also be given the necessary training (one year or two years as the case may be) and employed as teachers of Stds. V-VII ;
and

- (3) When such candidates are not available the posts of teachers in Stds. V-VII should be given to (a) all Third year trained teachers, unless they are known to be definitely inefficient and incapable of teaching Stds. V-VII and (b) *selected* Second year trained teachers after putting them through a further training of one year. (Para. 75)

30. A special committee should be appointed as early as possible to plan the new training courses recommended, viz., a two years' course for S. S. C. passed candidates, one year's course for selected trained primary teachers, etc. and to co-ordinate these courses with the other existing courses for the training of primary teachers. (Para. 76)

31. The present S. T. C. Examination has outlived its utility and should be abolished as soon as possible. (Para. 77)

32. The programme of training the teachers of Stds. V-VII who are already in service should be completed in a period of three years beginning with 1950-51 and the following arrangements should be made to achieve this object:—

- (1) A training centre for these teachers should be organized in every district. If possible, it may be organized in existing institutions for the training of primary teachers—whether Government or private. If not, it may be organized as a separate institution by itself; and

- (2) At each centre, arrangements should be made to train about 100 teachers at a time. (Para. 78)

33. As a permanent arrangement for the training of teachers of Stds. V-VII, a training unit which will have an output of about 80 teachers per annum should be established in every district. (Para. 78)

34. Until such fully trained teachers are available for Stds. V-VII, the following transitional measures should be adopted:—

- (1) The third year trained teachers, selected 2nd year trained teachers and all Matric S. T. C.s or T. D.s now in service, should be put through a short training course whose main object would be to give training in a craft to those who have not already been so trained and to give detailed instructions regarding (a) the manner in which the new syllabus is to be taught, (b) an outline of the scheme of Central schools and its working and (c) general principles of Basic Education.

- (2) At least one teacher trained in craft should be posted to every school teaching Stds. V-VII before the commencement of the next academic year and the necessary equipment for the purpose should be made immediately available to these schools. (Para. 79)

35. *Scale of pay for teachers of Stds. V-VII* :— Subject to the statement that the existing scales of pay need revision in order to bring about better correlation within the department itself and with the scales of pay sanctioned for the employees of other departments with similar qualifications, the following new scale is proposed for teachers of Stds. V-VII :—

*Qualifications**Scale of pay proposed*

Secondary School Certificate or equivalent qualifications and 2 years' training or one year's training for selected 2nd year trained teachers.

Rs. 56-2-80-4-120-S. G.-5-140, Selection Grade being limited to 15 per cent. of the cadre.

The following explanatory notes are offered with regard to the manner in which this scale should be given effect to

- (1) Persons with S. S. C. or equivalent qualifications will start on Rs.56, but will get no increments until they are trained. For teachers already in service, the possession of S. T. C. or T. D. or one year's training in a Primary Training College should be regarded as adequate to enable them to draw their increments ; but for new entrants, continuous training for two years as recommended by us should be obligatory before giving increments ;
- (2) Selected Second Year trained teachers should be placed in the above scale of pay after they complete one year's further training , according to the usual rules, i. e. one stage higher than the pay that they might be drawing at the time ;
- (3) All Third Year trained teachers, unless they have been specifically held to be inefficient, should be given this scale of pay. They should start in the scale of pay at a stage next higher to their pay. at the time of promotion. (Para. 80)

36. With regard to craft training, it is recommended that sixty per cent. of the teachers should be trained in Spinning, 30 per cent. in Agriculture and 10 per cent. in Cardboard Modelling and Woodwork. (Para. 81)

37. *Recruitment to the teaching profession* :—While recruiting persons to the teaching profession, the ability of the candidate to be a successful teacher should be the only consideration and recruitment on the basis of communities should be given up, subject to the provisos that (a) reservation of seats for candidates of the backward communities may continue for a period of ten years and (b) other things being equal, preference should be given to candidates from the less advanced communities. (Para. 82)

38. *Problems of women teachers* :—With a view to increasing the number of women primary teachers —

- (1) Special encouragement should be given to primary teachers to train their daughters and wives for the teaching profession ;
- (2) Scholarships should be given to girls throughout Stds. VIII-XI if they agree to join the teaching profession after passing the S. S. C. Examination for a specified minimum number of years ;
- (3) Widows form an important potential source from which to recruit teachers. Government should either start, or encourage private organizations to start, special institutions or homes for widows where they can be trained to appear for the Primary School Certificate Examination. In such institutions, the further education of the widows should begin at whatever stage it is necessary to do so; and

an attempt should be made to give them an all round coaching and to prepare them for the Primary School Certificate Examination in the shortest time possible. The P. S. C. Examination rules may, if necessary, be suitably modified to permit this arrangement.

- (4) Special scholarships should be given to girls in rural areas in Stds. V-VII if they give an undertaking that they will serve as primary teachers for a specified minimum number of years. (Para. 83)

39. *Problems connected with the teaching of craft in Stds. V-VII.* In order to train public opinion regarding the educative aspect of craft, the following recommendations are made—

- (1) Educational Inspectors should organize meetings of all Head Masters of secondary schools in each district. At these meetings, the rationale of the teaching of craft and its educational potentialities should be explained.
- (2) Small pamphlets dealing with this subject should be prepared by the Department and distributed free of charge to the schools.
- (3) Officers of the Educational Department should organize conferences to which all teachers in charge of Stds. V-VII working in a given area should be invited. The work at these conferences should be on the same lines as at the conference of the Head Masters described above. A number of these conferences should be arranged in different parts of each district so as to make it possible for all such teachers to attend them. The Department should prepare a regular programme of such conferences for every district and see that every such teacher is given the necessary insight into the rationale of the teaching of craft as early as possible.
- (4) It must be remembered that the opposition to the teaching of craft or misunderstanding regarding it is found among the general public also and it is, therefore, necessary to make an attempt to educate them as well. One of the sessions of the teachers' conference should be devoted to this purpose, and prominent members of the public should be invited to the same. The rationale of the new scheme should be explained at such conferences in as much detail as possible.
- (5) The educational journals in which articles on this subject usually appear have a very limited circulation. It is, therefore, necessary to secure the co-operation of non-official educationists and the Press and to have simple explanatory articles on the new scheme published through the newspapers and magazines which have a wide circulation among the people.
- (6) The conferences of teachers should be an annual feature. At each annual conference, there should be a review of the work done during the preceding year, the difficulties encountered, a discussion of the plans for the next year, a free exchange of views and a comparison of notes on the results of the introduction of crafts, etc. (Para. 86)

40. Training centres should be organized in the Province, one for each educational division in order to train teachers of secondary schools in craft. To begin with, every secondary school should be required to depute at least two

teachers for undergoing training in craft. In due course, every teacher in charge of Stds. V-VII should be trained in craft. The duration of the course should be nine months and training facilities should be provided in as many of the prescribed crafts as possible. (Para. 87)

41. The existing institutions where facilities for training teachers in any of the crafts included in the syllabus exist, should be fully utilised for this purpose. (Para. 87)

42. With a view to helping managements of schools to train their teachers in craft, it is recommended that—

- (1) Every teacher required to be deputed by a private school to undergo training in craft should be entitled to receive duty pay and allowances on the same basis as Government teachers or School Board teachers; and
- (2) Seventy-five per cent. of the expenditure incurred by private managements on account of the training of such teachers in craft should be paid to them as grant-in-aid. (Para. 87)

43. In so far as primary teachers are concerned, Government should concentrate on giving a further training of one year to every teacher of Stds. V-VII within a period of three years, as recommended earlier (vide recommendation No. 32). If this is done, no special classes for training in craft would be necessary except for a small number of 3rd year trained teachers, whose cases should be attended to immediately. (Para. 87)

44. In order to supply educational equipment for the teaching of craft and other purposes, as well as to organize the sale of produce of the schools, it is recommended that District Co-operative Associations should be organized in each district with the following objectives amongst others—

- (a) to produce or stock in bulk the tools and equipment required for the teaching of craft and to supply it to schools in the district at as low a price as possible ;
- (b) to purchase raw-materials required for the teaching of craft in bulk and to supply it to the schools in the district at as low a price as possible ; and
- (c) to organize sales of the produce of the schools.

The secondary and primary schools working in the district should be required to be share-holders of this Co-operative Association. Government should assist it by (a) a loan of a sufficiently large amount to serve as capital in the initial years at a nominal rate of interest or even free of interest, if possible, and (b) the grant of annual subsidy in the initial stages to meet the overhead charges. The amount of the subsidy should cover the whole of the recurring expenditure during the first or the second year. Later on, as the Association begins to be self-sufficient, the amount of the subsidy should be progressively reduced and finally, it may be abolished altogether. (Para. 88)

45. Pending the organization of this co-operative association, the services of the existing organizations, such as the All India Spinners' Association, may be utilised and they should be given such special facilities as advance, supply of

materials at controlled rates, etc. to enable them to manufacture and supply the equipment required by the Department for craft teaching. (Para. 88)

46. Arrangements for repairs to tools and equipment of craft teaching should be made at every Central School and as far as possible, all such repairs required by the schools in the neighbourhood should be carried out at the Central School itself. (Para. 89)

47. The non-craft equipment required for the Central and other primary schools should be got prepared at a central place in each district and then distributed to all schools. (Para. 91)

48. *Buildings.*—In order to overcome the difficulty regarding accommodation for the teaching of craft, the following recommendations are made —

- (1) In the case of those private schools which have buildings of their own and who want to provide extension or additional buildings for purposes of craft, a special grant-in-aid at the rate of 75 per cent. of the expenditure incurred for the purpose should be given. Priority for securing the necessary building material at controlled rates should also be accorded :
- (2) Wherever necessary, Government should freely use its powers of requisitioning buildings ;
- (3) A special grant of not less than Rs. 2 lakhs should be given to each district (for a period of five years to begin with) for the purpose of constructing buildings of Central Schools ; (Para. 90)

49. The point of local contribution should not be over-stressed in so far as the building required for Stds. V-VII is concerned. Under no circumstances should the scheme of providing every Central School with a building be allowed to be postponed merely for the absence of popular contribution. We, therefore, recommend that, in constructing buildings for Central Schools :—

- (a) priority should be given to those villages which give the necessary or greater contribution ;
- (b) if a village which is able to pay the contribution and does not pay it, the necessary amount of contribution should be compulsorily levied by Government ;
- (c) the whole or a part of the total contribution necessary may be waived in case of backward areas or poor villages ; and
- (d) if it is possible to locate a Central School in either of two villages with equal convenience, preference may be given to that village which gives the required or the greater contribution. (Para. 90)

50. In the case of Central Schools, the estimated cost of the approved type design should be raised to Rs. 3,200 per room. (Para. 90)

51. *Problems connected with the expansion of education in Stds. V-VII.* The Draft Constitution of India requires every State to endeavour to provide, within a period of 10 years from the commencement of the Constitution, free

and compulsory education for all children until they complete the age of 17 years. In order to comply with this directive, it is recommended that—

- (1) Education in Stds. V-VII should be expanded on a voluntary basis in such a way that by 1960-61, not less than 50 per cent of the children of the age-group of 11-14 would be enrolled in schools; and
- (2) Every endeavour should be made to see that compulsory education in the age-group of 11-14 is introduced throughout the Province in the year 1960-61. (Paras. 93 & 128)

52. With a view to providing the necessary facilities for expansion of education in Stds. V-VII, the following recommendations are made:—

- (1) In urban areas, expansion may be brought about by (a) opening of new Central Schools teaching Stds. V-VII or by (b) increasing the accommodation provided in existing Central Schools or upper primary schools;
- (2) In the rural areas, the existing facilities of upper primary education are far too inadequate, and it is necessary to expand them by (a) establishing Central Schools wherever necessary, (b) organizing First Grade primary schools wherever possible and (c) developing higher tops in all places where they are necessary and would not affect the successful working of either a Central School or a First Grade school.
- (3) As provision of facilities must *precede* the actual enrolment of pupils, steps should be taken to establish schools and appoint teachers in rural areas, in anticipation of increased attendance in Stds. V-VII. (Para. 94)

53. Intensive propaganda should be organized in order to persuade parents not to withdraw their children from school after completion of Std. IV or the age of 11 as the case may be. This propaganda must be carried out by all supervising officers, all officers of the Education Department and also by every officer of other Government departments. (Para. 95)

54. In order to increase the enrolment in Stds. V-VII, the following inducements should be offered—

- (1) In Stds. V-VII and particularly in rural areas, a large number of scholarships should be instituted for children of the backward communities and for girls of all communities. The amount of the scholarships may vary from annas eight to Re. 1 per mensem;
- (2) In Stds. V-VII presents should be given to all children of poor parents or of backward communities. Special presents should be offered to girls who maintain satisfactory progress;
- (3) Educational equipment should be supplied free in Stds. V-VII to all girls and to children of backward communities; and
- (4) A practice should be started under which 50 per cent of the profit made by an upper primary school through craft should be distributed to the pupils *pro rata*. (Para. 96)

55. In order to enrol into schools those children of the age-group of 11-14, who are now kept out of school on social and economic grounds, (1) the Child Marriage Restraint Act should be strictly enforced, particularly in rural areas; (2) the shift system should be widely adopted and (3) evening continuation schools should be organized for imparting education in Stds. V-VII.
(Paras. 97-100)

56. Compulsory education for the age-group of 11-14 should be introduced in all places where it is possible to do so without any material addition to the recurring expenditure.
(Para. 100)

57. With a view to expanding education in Stds. V-VII, as quickly as possible, it is recommended that—

- (1) A definite year-to-year programme of increase in attendance in Stds. V-VII on a whole-time basis, part-time basis and in evening continuation schools should be prepared for each district and it should be laid down as the responsibility of all the educational officers in the district to work it out according to schedule; and
- (2) The necessary authority to work out this programme should be delegated to the officers on the spot and all formalities which are likely to prevent rapid expansion should be eliminated. (Para. 101)

58. *The Primary School Certificate Examination* :—(1) The P. S. C. Examination should continue to be held for all those who desire to appear for it. Passing this examination should be obligatory in the case of those who want to be teachers of Stds. I-IV ;

(2) A certificate of the Head Master of the school concerned to the effect that a boy has passed Std. VII (or been promoted to Std. VIII) should be considered adequate for admission to Std. VIII ;

(3) There should be a practical examination in craft as part of the P. S. C. Examination and the work of the pupil in craft throughout his school period should also be taken into consideration. From this point of view, it is recommended that—

- (a) Careful records should be maintained about craft work done by a pupil throughout his school course in Stds. V, VI and VII. Government should prescribe the form of such records ;
- (b) When a pupil studying in Stds. V-VII is transferred from one school to another, he should be required to carry these records with him to the new school ;
- (c) These records should be produced at the time of the practical examination in craft and the examiners should assign marks out of a maximum of forty ;
- (d) Sixty marks should be reserved for the practical examination in which the pupils should be required to appear.

(4) Allowance for the fact that the teaching of craft has not been organized efficiently all over the Province should be made in the conduct of the P. S. C. Examination for some time.
(Paras. 103-104)

'59. *Replanning the Secondary course* :—As a result of the abolition of the teaching of English in Stds. V–VII, it is necessary to replan the whole of the High School course. From this point of view, it is recommended that—

- (1) The duration of the secondary course should be lengthened to five and, if possible, to six years ;
- (2) The first two years of the University course should be transferred to the High School stage ; or if this is not possible, at least one year of the University course should be transferred to the High School stage ;
- (3) It is not desirable to have separate institutions like the Intermediate Colleges. The course transferred from the University to the High School stage should be taught in ordinary High Schools as part of the secondary stage ;
- (4) Certain questions regarding the internal organization of the new High Schools which will teach the five or six years' course will have to be referred to the Board of Secondary Education or to a special committee appointed for the purpose. These may include problems such as (a) the qualifications of teachers for the High Schools of the type envisaged in (1) to (3) above ; (b) other requirements to be expected from High Schools in order to enable them to teach that portion of the University course which is proposed to be transferred to the High School stage ; (c) the methods to be adopted in teaching English in the High School course so as to give the pupil an adequate knowledge of the language by the time he is ready to enter the University and (d) the preparation of a new secondary curriculum and its co-ordination with that sanctioned by Government for Stds. I–VII. (Para. 108)

60. In order to keep down cost, co-education should be adopted throughout the primary stage. From this point of view, it is recommended that—

- (1) All separate girls' schools teaching Stds. I–IV in urban areas should be abolished within a period of three years ;
- (2) The next step would be to abolish all separate girls' schools teaching Stds. I–IV in rural areas ; a beginning in this direction should be made with the bigger villages and the experiment should then be extended to the villages with middling population. (In so far as the small villages are concerned, we have only single teacher schools and co-education is already a *fait accompli*). This programme should be completed in not more than five years ;
- (3) In so far as Stds. V–VII are concerned, co-education should first be introduced in the full-primary schools in the areas of the Authorised Municipalities and in the Central Schools in the rural areas. After watching this experiment for five years, it should be extended to other rural schools teaching Stds. V–VII in the next five years ;
- (4) Mixed staff should be appointed in every primary school. Wherever possible, two women teachers at least should be appointed on the staff of every big school. In deserving cases, competent women

should be appointed as Head Mistresses so that male teachers get accustomed gradually to working under the supervision of Head Mistresses. (Para. 110)

61. *Position of special English Classes* :—In respect of the Special English Classes for Primary School Certificate passed candidates—

- (1) Immediate instructions should be issued to the managements of schools concerned to the effect that all Special English Classes for P. S. C. passed candidates should be stopped with effect from March, 1950 ;
- (2) It is open to P. S. C. passed candidates in March, 1950, either to wait for one year and join Std. VIII in March, 1951, or to seek immediate admission to Std. VIII of a secondary school. If any candidates choose the latter alternative, the Department should permit the secondary schools to admit them to Std. VIII, and direct the schools to make special arrangements to bring such pupils upto the requisite standard in English. (Para. 111)

62. *Lokashalas* :—The Lokashala course has now become an anachronism and its assimilation with the S. S. C. course should be considered at an early date. In the meanwhile, Lokashala graduates should be regarded as equivalent to those who have passed the S. S. C. Examination. (Para. 112)

63. *Grants-in-aid to Authorised Municipalities* :—In order to enable the Authorised Municipalities to maintain an adequate number of primary schools teaching Stds. V–VII, it is recommended that—

- (a) Every Authorised Municipality should be under an obligation to maintain all such facilities for upper primary education which it provided prior to the introduction of the Bombay Primary Education Act, 1947, and no Authorised Municipality should, without the previous permission of Government, reduce the number of upper primary schools or the accommodation provided therein prior to 1st April, 1949 ;
- (b) The Authorised Municipalities should be persuaded to expand the facilities for upper primary education in order to provide for the increase in the number of pupils who are desirous of receiving such education. First preference should, of course, be given to private enterprise, and the Municipalities need not expand *their* facilities if a sufficient number of private schools giving upper primary education comes into existence. But, wherever private enterprise does not come forward to provide upper primary education on an adequate scale, the Municipalities should be required to start an adequate number of upper primary schools ;
- (c) Larger grants should be given to the Authorised Municipalities on account of upper primary standards. In the case of those Authorised Municipalities where Government gives a grant-in-aid at 50 per cent of the approved expenditure on primary education, Government should fix the grants at the rate of 75 per cent of the approved expenditure on *upper primary schools*. In the case of Municipalities where the Government grant-in-aid is less than 50 per cent of the approved expenditure, grants on account of *upper primary schools* should be at 50 per cent. (Para. 115)

64. *Grants-in-Aid to private schools* :-With regard to the rates of grant-in-aid to private schools on account of Stds. V-VII,

- (i) It is essential to have only one basis of grant-in-aid for all types of schools teaching Stds. V-VII;
- (ii) The existing basis of grant-in-aid to private schools teaching Stds. V-VII will be inadequate in view of the changes proposed to be introduced in the curriculum, standard of staffing and emoluments of teachers and it should, therefore, be abandoned and replaced by a more liberal system of grant-in-aid;
- (iii) The grant-in-aid to schools teaching Stds. V-VII should be on a capitation basis and should be calculated on the attendance of pupils in those Standards during the preceding year;
- (iv) The rate of capitation grant should be equal to the cost per pupil in Stds. V-VII in the schools of the Authorised Municipalities (or District School Boards as the case may be) during the preceding year;
- (v) The payment of capitation grant at the above rates should be made conditional on two things;
 - (a) the managements of the private schools must employ teachers of the same minimum qualifications as will be prescribed by Government for School Board Schools, and
 - (b) they must give them the same scales of pay and allowances as are sanctioned for the teachers under the School Boards.
- (vi) Non-recurring grant to private schools should be given at 75 per cent. of the actual or estimated cost, whichever is less;
- (vii) Government should prescribe it as an obligatory duty of the Municipalities to pay to primary schools teaching Stds. V-VII, the full grant that is due to them under the rules. If this is not possible, Government should itself bear the whole expenditure on account of grants-in-aid. (Paras. 113-115)

65. In the rural areas, the grants-in-aid to private approved schools should be on the same basis and subject to the same conditions as in the urban areas.

(Para. 116)

Bombay, }
6th August, 1949. }

S. R. Bhise.
Chairman
K. V. Mehta.
S. R. Tawde.
D. J. Kulkarni. *
V. R. Mudholkar.
Y. B. Shinde.
Syed Nurullah.

Note of Dissent

I have gone through the Report of the Ad Hoc Committee, a copy of which was sent to me by the Secretary. I am in general agreement with the recommendations made in the Report with regard to the several questions that were referred by Government to the Ad Hoc Committee. On the point of charging fees for Stds. V-VII, however, I have fundamental differences with the Committee and I submit the following dissenting note on that point, containing my own views along with my own reasons for arriving at them.

Problem of Fees

The Report deals at great length with all the different aspects of the problem of fees to be charged for Stds. V-VII and finally comes to the conclusion that "No fees should be charged in Stds. V-VII of all *Public* primary schools, i. e. schools conducted by Govt. or Authorised Municipalities or District School Boards."

This recommendation in the Report is clearly against the consensus of opinion in this respect, as revealed by the majority of the replies, to the questionnaire on this point. Out of 240 replies as many as 197 are clearly in favour of charging some fees for Stds. V-VII, while only a very small minority of 34 have voted against the charging of fees.

In fact, the arguments advanced in the Report in support of the total abolition of fees are not convincing enough. The stand taken up in the Report is more or less theoretical and idealistic, and conveniently ignores the practical aspect of the question which, in fact, should weigh with us more than anything else, especially in these days of general financial stringency. Even while granting that the State is "irrevocably committed to a policy of *free and compulsory* education of *seven* years' duration" as suggested in the Report (p. 26-7), and that "the acid test of Basic Education is that it shall be *free*" there seems to be no reasonable objection to accept the proposal of charging fees for Stds. V-VII, so long as the State has not introduced "compulsion" at this stage. At present, the policy of compulsion is enforced only for four years viz. Stds. I-IV and there all Primary education is naturally made *free*, and Government has taken up the whole responsibility of finance and administration, so far as this stage is concerned. Similarly, if and when Government thinks it feasible to introduce "compulsion" at the next stage, i. e. for Stds. V-VII it is obvious that Government will have to take up the whole thing in its own hands for the sake of uniform policy and other administrative conveniences, and then it goes without saying that Primary education even at this stage will be both *free* and compulsory. But so long as this is not done, and Primary education in Std. V-VII is partly provided for by Govt. and partly by private agency, I see no reason why some fees on a uniform basis should not be charged for these standards both in public and private schools. It will also be readily admitted that the mere introduction of a craft cannot make Primary education at this stage *essentially* "*Basic*," and

hence charging of fees at this stage, during the period of transition, cannot be said to go against the essential spirit of Basic Education as propounded by Mahatma Gandhi.

Another argument advanced in the Report against the charging of fees in Stds. V-VII refers to the indirect contribution that will be made by the pupils at this stage towards school finance through their craft-work. It is argued that the craft-work of pupils in Stds. V-VII will bring some return to Government, and it would, therefore, be "unjust and inequitable" to make the pupils pay direct tuition fees in addition to this indirect contribution. I am of opinion that instead of giving the pupils such *indirect* credit for assisting Government in financing Primary education at this stage, where, with the introduction of craft-teaching it is bound to be progressively more expensive, it would be better to charge reasonable fees for this useful education, and then give the pupils a more *direct* incentive for better craft-work by allowing them a definite share in the annual out-turn or sale proceeds of their craft-work. If the craft-work of pupils at this stage really becomes "appreciably remunerative" as the Report seems to presume (vide p. 27), it may be quite possible that the pupils can earn even more than what they have to pay by way of school fees. Such an arrangement will give the pupils a direct incentive for better and more efficient work and the actual return they will get at the end of the year will not only give them much better satisfaction, but also serve to bring home to their parents the direct utility of craft-teaching in schools with all the greater force. When the pupils and their parents thus learn by experience that the education imparted in Stds. V-VII with all the new orientation, does not *ultimately* throw any additional financial burden upon them, they need not feel any "*financial pinch*" and the fears expressed in the Report (p. 27) about the elimination of their sympathies from the new idea in education will automatically disappear.

Again, the Report seems to admit that "large amounts will be required to finance Primary Education"; and yet, with a view to supporting its recommendation about the total abolition of fees, it is suggested therein that "these amounts should be raised by *taxation* from the people." (vide p. 29). It is difficult to understand how the levying of such a general educational cess in the Province will enable the Government to secure and retain the sympathies of the public for the new ideas and reforms in Primary education when the mere charging of small fees directly from parents—and that too, well-to-do parents—of pupils is expected to eliminate the same.

It seems to me that it is neither in the interest of Government nor the general public to ignore the financial aspect of this problem of fees altogether. Income from fees whether in Government or private schools, however small it may be, has always been regarded as a source of educational revenue. Government can hardly afford to throw away such an important source of revenue, especially when it has taken upon itself the heavy responsibility of financing the whole scheme of *free and compulsory* primary education in Stds. I-IV and introducing many other vital and most urgent reforms in Primary and secondary education. It has been agreed on all hands that Stds. V-VII whether they are taught in Primary schools or secondary schools, should be designated as 'Primary' and that they should have a common syllabus, the same kind of staff and the same sort of equipment. It, therefore, follows that they should charge the same fees, whatever they may be, unless Government comes forward to take up the whole financial responsibility and offers to make adequate arrangements for the education of all children—rural and urban—at this stage. It hardly stands to reason that a Government or Public-Primary school teaching Stds. V-VII should give *free*

education to its pupils, while a Private Secondary school in its neighbourhood teaching the same primary classes should be allowed to charge fees, however small, to its pupils receiving exactly the same sort of education. If it comes to the abolition of fees at this stage, it is absolutely essential that fees both in Government and private schools should be abolished altogether, and Government should, in that case, bear the whole cost of Primary education in the Province for the duration of full seven years. But so long as it seems quite obvious that Government cannot at present shoulder such responsibility, is it not a part of wisdom to allow the private secondary schools to share that responsibility with Government as before, and meet a part of their expenditure on this education from the income of school fees? Payment of fees for the schooling of their wards at this stage will by no means be a new thing to many of the guardians, especially in urban areas; and if the school fees are now reasonably lowered for the sake of convenience and uniformity, such guardians will heave a sigh of relief and bless the Government for having reduced their burden at least to that extent. It is true that the levying of such fees in Stds. V-VII in primary schools, more especially in rural areas may cause some hardship to the poorer classes from which the bulk of the school-going population is to come. But this difficulty can be easily met by giving freestudentships on a more liberal scale in all Government and private schools, both in rural and urban areas.

The proposal of giving as many as 75 p. c. freeships at this stage, embodied in the Report (p. 31), however, seems to go too far, as it tends to make Primary education even at this stage almost free. If this proposal is accepted, the income from school fees, even if reasonably charged in all Government and private schools, is bound to be very meagre, and then it would certainly bear out the statement made in the Report, evidently with the object of supporting the case for the total abolition of fees, that "the income from fees will be about 5% of the total expenditure on Stds. V-VII" (vide p. 30). To my mind, the proper course would seem to lie in accepting the majority view, which is in favour of charging moderate fees for Stds. V-VII, and granting full freeships to all pupils from Backward communities and in other deserving cases to the extent of 30 p. c. of the total enrolment. The rates of fees varying from Re. 1 to Rs. 1-8-0, to be charged for Stds. V-VII in all Government and private schools should be uniform throughout the Province. This will not only enable the Government to recover a part of the heavy expenditure it will have to incur for Primary education in Stds. V-VII under the new scheme, in their own Primary schools, but also serve to reduce to some extent the expenditure to Government in respect of the grant-in-aid to be paid to the private secondary schools, which will come forward to maintain these classes and run them according to the rules laid down by Government.

It will be seen that this levying of fees for Stds. V-VII is recommended only as a temporary measure during the period of transition, i. e. only until Government finally decides to introduce compulsion at the upper stage. When that is done, compulsory education will necessarily have to be given *free*; and whether it is all given in Government Primary schools or still continues to be partly given in private secondary schools, it is evident that no fees will then be charged in any school for full seven years' primary or Basic Education, which the State is bound to provide *free* to every child under the Constitution of India.

Private High School,
Rajapur.
25th July 1949.

(Sd.) D. J. KULKARNI.

APPENDIX A

Upper Primary Education

Development and organization of

Appointment of Committee.

Government of Bombay,

Education and Industries Department,

Resolution No. S. 86

Bombay Castle, 5th October, 1948.

RESOLUTION OF GOVERNMENT

Government is pleased to appoint an *Ad Hoc* Committee to examine the various educational, administrative and financial problems pertaining to the middle stage of school education, that is to say education in the upper primary and lower secondary standards. The Committee should be constituted as follows :—

Chairman

Acharya S. R. Bhise, S. P. Hakimji High School, Bordi.

Members

Mr. Syed Nurullah, Deputy Director of Public Instruction ;

Mr. K. V. Mehta, Chairman, District School Board, Surat ;

Mr. S. R. Tawde, Principal, Secondary Training College, Belgaum ;

Rao Saheb D. J. Kulkarni, Principal, High School, Rajapur ;

Mr. V. R. Mudholkar, Principal, K. E. Board's Training College, Dharwar ;

Mr. J. K. Desai, Administrative Officer, District School Board, Broach.

Mr. Syed Nurullah should also act as the Secretary and convener of the Committee.

2. The Committee should examine questions regarding the lines of relative expansion of upper primary or lower secondary schools, the staff of each category of schools, the qualifications of teachers in those schools, the training in craft of such teachers and their pay-scales, the fees to be charged in such schools, the accommodation and equipment, etc. for them, the location of central or full grade primary schools and the place of the Primary School Certificate Examination. The Committee should be requested to examine these questions in detail and to submit their recommendations to Government as soon as possible.

3. The non-official members of the Committee should be held eligible for travelling allowance in accordance with scale I of rule 1 (1) (b), in Section I of Appendix XLII-A of the Bombay Civil Services Rules in connection with the tours they may have to undertake in connection with the work of the Committee. The travelling allowance bills of these members should be countersigned by the Director of Public Instruction.

4. The Director of Public Instruction should be requested to point out the source from which the extra charge on this account should be met during the current financial year.

By order of the Governor of Bombay,
D. S. JOSHI,
Secretary to Government.

To

The Educational Adviser to Government,
The Director of Public Instruction,
All Members of the Committee.

APPENDIX B

Questionnaire

1. Assuming that the primary and secondary standards are numbered consecutively as Standards I to XI, that the primary course will cover a period of the first seven years, and that, with the abolition of English, the structure of the syllabus of the existing secondary standards I-III and the primary standards V-VII (both sets of which will be known as standards V-VII under the proposed new nomenclature) will be generally the same, will you classify the present lower secondary standards (i. e. standards I-III) as 'Primary' or 'Secondary' ?

2. Experience has shown that there is a large influx of children from the lower classes of present secondary schools to the upper classes of primary schools as a result of the abolition of English. What are the special problems which will arise as a result of this influx and how can they be tackled ?

3. What steps would you suggest for the improvement of the standard of education in standards V-VII under the proposed new nomenclature (1) when they are attached to secondary schools and (2) when they form part of Primary School, in the matter of—

- (a) accommodation,
- (b) equipment and
- (c) staff ?

4. What minimum academic and professional qualifications would you suggest for teachers, including craft teachers, of standards V-VII under the proposed new nomenclature ?

5. What scales of pay would you suggest for such teachers on the basis of qualifications proposed by you ?

6. (a) Are you in favour of charging fees in standards V-VII under the proposed new nomenclature ?

(b) Would you suggest any differentiation between rates of fees when the classes are attached to Secondary Schools and when they form part of Primary Schools ?

7. Are you in favour of uniform rates of fees being charged for these standards all over the Province ? If so, what rates of fees would you suggest ?

8. If you are not in favour of uniform rates of fees being charged all over the Province, what variations in rates would you suggest for different areas ?

9. Are you in favour of the proposal that minimum and maximum rates of fees should be fixed for these standards by Government ? If so, what minimum and maximum rates of fees would you suggest ?

10 If it is decided to charge fees in the proposed new Standards V-VII :-

- (a) What minimum and maximum rates of free-studentships would you suggest ?
- (b) Would you advocate full or partial exemptions being granted to any class or section of the population ? If so, what class or section would you exempt and to what extent ?

11. What should be the basis for the payment of grants-in-aid to private bodies on account of Standards V-VII under the proposed new nomenclature ?

12. Assuming that Craft will be a compulsory subject in the syllabus of the proposed new standards V-VII, what arrangements would you propose for training the teachers of these Standards in Crafts ?

13. What are the special difficulties, if any, which are likely to be encountered in the introduction of craft work in the new Standards V-VII and what suggestions would you make for over-coming them ?

14. (a) Would you advocate a compulsory public examination at the end of the proposed new Standard VII ?
- (b) Would you make the passing of such an examination obligatory for admission to the proposed new Standard VIII ?
- (c) Should the candidates be examined in practical craft work at the time of the examination or should craft be a certificate subject ? If the latter, what school records etc. pertaining to his work should be maintained for each candidate ?

APPENDIX C

List of individuals, educational institutions and associations who have replied to the questionnaire

1. Mr. D. G. Karve, Poona.
2. Mr. Jugatram Dave, Swaraj Ashram, Vedchhi.
3. Mr. G. K. Hungund, Bijapur.
4. Head Master, D. C. Umrigar Sarvajanik High School, Pardi.
5. Mr. S. R. Tawde.
6. Mr. Salgar, Head Master, Sadashivgad High School, Sadashivgad.
7. Mr. E. C. Reddy, Chairman, Head Masters' Board, Belgaum.
8. Principal, Varad Sarvajanik High School, Rayam-Bardoli.
9. Mr. A. M. Mashar, Head Master, R. C. Commercial High School, Ahmedabad.
10. Mr. D. V. Karandikar, Superintendent, Girgaum New English School, Girgaum, Bombay 4.
11. Mr. G. V. Gadgil, Secretary, Gokhale Education Society, Bombay 4.
12. Principal, The M. V. S. High School, Sarsa, Tal. Anand.
13. Principal, Vanita Vidyalaya, 75 Girgaum Road, Bombay 4.
14. Mr. G. S. Mokashi, Karnatak Secondary Teachers' Association, Hubli.
15. Mr. G. J. Gunjkar, Administrative Officer, District School Board, Kanara.
16. Principal, Bardoli Audichya Brahmin Sarvajanik High School, Bardoli.
17. Mr. D. N. Hajare, Administrative Officer, Municipal School Board, Amalner.
18. Mr. J. D. Trivedi, Administrative Officer, Municipal School Board, Nadiad.
19. Mr. V. V. Atitkar, Registrar, Tilak Maharashtra Vidyapeeth, Poona.
20. The President, District Local Board, Ratnagiri.
21. Principal, Babu Pannalal P. Jain High School, Bombay 3.
22. Chairman, School Board, Ahmednagar Municipality.
23. Administrative Officer, Municipal School Board, Ahmednagar.
24. Head Master, Model High School, Navalgund.
25. Dr. V. V. Kamat, Principal, Tilak College of Education, Poona.
26. Mr. S. R. Tatti, Principal, Training College, Navalgund.
27. Mr. K. R. Joshi, Principal, Training College for Men, Manmad.
28. Mr. C. R. Desai, President, Nutan Shikshak Sangh, Surat.
29. Mr. N. S. N. Ayengar, Head Master, Vaidya-dana Samiti High School, Gadag.
30. Mr. D. V. Kale, 16 Khote Building, Vaidya Road, Bombay 4.
31. Mr. S. V. Kale, Malati Building, Ram Maruti Road, Dadar, Bombay.
32. Mr. H. S. Kapadia, Head Master, New High School, Ahmedabad.
33. The Principal, N. M. Wadia High School, Nargol.
34. Mr. D. D. Paranjpye, Bunder Road, Ratnagiri.
35. The Superintendent, Mahilashram High School, Hingne Bk., Poona 4.
36. Mrs. Yamunabai Hirlekar, Dadar, Bombay 14.
37. Mr. G. V. Bhandiwad, Administrative Officer, Municipal School Board, Hubli.
38. Mr. V. B. Desai, Head Master, The J. L. New High School, Ahmedabad.

39. Mr. S. H. Shukla, Head Master, R. S. Dalal High School, Broach.
40. Miss C. Shringarpure, Principal, Sharda Mandir, Vithalbai Patel Road, Bombay 4.
41. Mr. C. A. Jambagi, Head Master, Basaveshwar High School, Bagalkot.
42. Mr. H. S. Joglekar, Principal, Gokhale Education Society's Sheth D. G. T. High School, Vithalbai Patel Road, Bombay 4.
43. Mrs. M. Trilokekar, Lady Superintendent, Mahalaxmi Training College for Women, Ahmedabad.
44. The Head Mistress, Sirdar Dastur Noshirwan Girls' High School, Poona.
45. Mr. D. M. Damle, Head Master, S. H. N. School for Girls, Sholapur.
46. Mr. M. P. Vaidya, V. C. Gurukul High School, Ghatkopar, Bombay.
47. Mr. G. C. Dike, Hon. Secretary, New Poona Education Society, Poona.
- 48 and 49. Mr. R. S. Bangera, Head Master, Basel Mission High School, Dharwar, and Chairman, Dharwar District Board of Head Masters, Dharwar.
50. Mr. D. H. Dhanshi, Sheth Manilal Ranchhoddas High School, Kathlal, District Kaira.
51. Mr. A. N. Patel, Head Master, V. B. High School, Sunav.
52. The Principal, I. P. Mission High School, Surat.
53. Mr. V. B. Karnik, Principal, K. L. Ponda High School and N. L. Adhiya Middle School, Dahanu, Dist. Thana.
54. Mr. B. M. Goghari, Principal, Sorabji J. J. Training College, Surat.
55. The Lady Superintendent, Methodist Teachers' Training College for Women, Godhra.
56. Mr. G. M. Suryavanshi, Deputy Educational Inspector, Ratnagiri.
57. Mr. M. V. Bapat, Head Master, K. E. Board's High School, Malmaddi, Dharwar.
58. Mr. M. R. Bobade, Administrative Officer, D. S. B., B. S. D., Andheri.
59. The Chairman, Konkan Education Society, Mahad.
60. The Head Master, J. R. City High School, Dhulia.
61. Mr. K. G. Warty, Head Master, Tutorial High School, Thalakwadi, Belgaum.
62. Mr. R. V. Koppikar, Principal, New English School, Hubli.
63. The Head Master, M. H. School, Gadag.
64. Dr. D. V. Chikermame, Assistant Educational Inspector, S. D.
65. The Head Master, R. L. S. High School, Dharwar.
66. Mrs. S. D. Thite, Assistant Inspectress of Girls' Schools, S. D.
67. Mr. M. J. Desai, Deputy Educational Inspector, Broach.
68. The President, Avas, Sasavne, Dhokawade Residents' Welfare Association, Bombay.
69. President, S. S. Head Masters' Association, Poona, and Vice-President, Association of Managements of Poona Schools.
70. Mr. D. B. Sawant, P. O. Varad, Malvan, Dist. Ratnagiri.
71. Head Master, Chhatre New English School, Manmad.
72. The Chairman, Municipal School Board, Surat.
73. The Principal, Basic Training Centre, Dharwar.
74. The Head Master, New English School, Deorukh.
75. The Head Master, The Pioneer High School, Broach.
76. The Chairman, Secondary Schools Head Masters' Association, Satara District and the neighbouring States.
77. Mr. G. G. Patankar, Retired Administrative Officer, District School Board, Ratnagiri.
78. Dr. M. N. Natu, M. L. A., Poona 2.

79. Mr. R. M. Chaudhari, Prof. of Agronomy, College of Agriculture, Poona.
80. The Head Master, G. A. High School, Belgaum.
81. The Principal, Guhagar English School, Guhagar, District Ratnagiri.
82. Mr. R. R. Kupsad; Deputy Educational Inspector, Bijapur.
83. Mr. A. K. Padhye, Chairman, District School Board, Ratnagiri.
84. The Principal, Jijamata Adhyapika Vidyalaya, Satara
85. The Superintendent, Tilak High School, Karad.
86. The Head Master, Lokamanya Vidyalaya, Pandharpur.
87. Mr. N. S. Navare, Principal, Training College for Men, Panvel.
88. Mr. S. G. Mahajani, Head Master, Government Agricultural High School, Satara.
89. The Lady Superintendent, High School for Indian Girls, Poona.
90. Mr. K. K. Kshirsagar, Head Master, A. E. S. High School, Ahmednagar.
91. Mr. Ambekar, President, S. T. Association, Ahmednagar, and Mr. Daware, Secretary, S. T. Association, Ahmednagar.
92. The Head Master, Sheth R. J. J. S. M. School, Bulsar.
93. The Principal, Thaker's High School,
94. The Head Master, T. & T. V. Sarvajanik High School, Surat.
95. Mr. M. B. Gandhi, Principal, M. Amin P. S. A. Mandir, Anand.
96. Mr. C. J. Ghia, President, Surat Borough Municipality.
97. Mr. P. N. Sukheswala, Head Master, Bai Avabai High School, Bulsar.
98. Mr. G. R. Joshi, Principal, A. E. Society's Palghar High School, Palghar, District Thana.
99. Mr. Y. U. Mahajan, The Simcox High School, Yaval
100. The Head Master, S. M. S. M. High School, Dharampur, District Surat.
101. Mr. G. S. Ghate, Head Master, G. V. Desai Sarvajanik High School, Bulsar.
102. The Mother Superior, Convent of Jesus and Mary, Poona.
103. The President, Secondary Teachers' Association, New English School, Satara City.
104. Mr. A. B. Rayannavar, Deputy Educational Inspector, Belgaum.
105. Mr. V. V. Divekar, Head Master, Government High School Karwar.
106. Mr. J. A. Vakil, Assistant Educational Inspector, Western Division.
107. Principal, Sheth Anandilal Podar High School, Santacruz.
108. Mr. A. S. D. Pathan, Deputy Educational Inspector, Kanara.
109. The Principal, Training College for Men, Ratnagiri.
110. The Head Master, G. M. High School, Borsad.
111. The Head Master, Islampur High School, Islampur.
112. The Superintendent, G. E. Society's Parel Night High School, Parel.
113. The Principal, V. P. Mandali's Training College for Men, Bagalkot.
114. The Chairman, District School Board, B. S. D., Andheri.
115. Mr. R. T. Chemburkar, Chembur.
116. The Head Master, Proprietary English School, Surat.
117. Mr. G. B. Koppal, Head Master, City High School, Hubli.
118. Mr. N. D. Pandit, Dadar, Bombay.
119. Mr. V. A. Modak, Superintendent, Kanyashala, Satara.
120. The Principal, Basic Training Centre, Loni-Kalbhur.
121. The Principal, G. E. Society's Sir D. M. Petit High School, Sangamner.
122. Mr. B. B. Hivale, Head Master, Rural High School, Puntamba.
123. Mr. B. P. Save, Assistant Educational Inspector, W. D.
124. The Principal, New English School, Nadiad.
125. Mr. D. K. Joshi, Head Master, K. D. High School, Chinchani, District Thana.

126. Mr. M. P. Desai, Gujarati Vidyapeeth, Ahmedabad.
127. The Secretary, K. S. T. Association, Thorgavan, E. K.
128. The Superintendent, L. N. S. High School, Jalgaon.
129. Mr. S. S. Desnavi, General Secretary, The Anjuman-i-Islam, Bombay 8.
130. The Head Master, South Indian Education Society's High School, Bombay 19.
131. Mr. K. C. Mohile, Deputy Educational Inspector, Surat.
132. The Head Master, R. P. Vagh High School, Bassein, Thana.
133. Dr. R. N. Dandekar, Secretary, Deccan Education Society, Poona.
134. The Lady Superintendent, Ahilyadevi High School for Girls, Poona 2.
135. The Educational Inspector, Northern Division.
136. Mr. R. S. Dikshit, Poona 2.
137. The Director, Education Reconstruction Centre, Bombay-Poona.
138. Mr. Y. B. Shinde, Administrative Officer, District School Board, Ratnagiri.
139. Mr. V. G. Athavale, Editor, "Sewak" Ratnagiri.
140. The President, Ratnagiri District Primary Teachers' Association, Ratnagiri.
141. The Lady Superintendent, Training College for Women, Poona.
142. The Head Master, New High School, Dohad.
143. Mr. A. D. Patel, Deputy Educational Inspector, Kaira.
144. The President, Gadag Betgeri Municipal Borough.
145. The Head Master, B. C. English School, Bhayandar, District Thana.
146. Mr. N. B. Kabbur, Chairman, Karnatak Education Board, Dharwar.
147. Miss S. Bapat, Inspectress of Girls' Schools, C. D., Poona.
148. Mr. C. S. Parikh, Administrative Officer, D. S. B. Broach.
149. Miss Amy B. H. J. Rustomji, Principal, Secondary Training College, Bombay 1.
150. Mr. P. N. Virkar, Superintendent, New English School, Poona 2.
151. The Hon. Secretary, Head Masters' Association, Sholapur.
152. Mr. K. N. Kulkarni, Head Master, Modern High School Ahmednagar.
153. The Principal, V. B. Darbar Primary Teachers' Training College, Bijapur.
154. The Principal, Marathi Training College, Belgaum.
155. The Head Master, G. E. Society's R. M. Bhatt High School, Parel, Bombay.
156. Mr. D. J. Sardeshpande, Head Master, Private High School, Rajapur.
157. Mr. D. V. Kulkarni, President, Khandesh Secondary Teachers' Association, Jalgaon.
158. Mr. W. B. Mehendale, Administrative Officer, Municipal School Board, Jalgaon.
159. The Chairman, District School Board, Broach.
160. The Head Master, New City School, Dhulia.
161. The Principal, Karnatak High School, Dharwar.
162. Mr. R. K. Lakhundi, Principal, T. C. M., Dharwar.
163. Mr. D. L. Apte, Head Master, Modern High School, Ahmednagar.
164. The Head Master, B. G. H. High School, Dhandhuka.
165. Mrs. Usha Gokhalay, Head Mistress, D.W.Raut School, for Girls, Bassein, Thana.
166. The Principal, Tutorial High School, Ahmedabad.
167. The Secretary, Kaira District Secondary Teachers' Association, Nadiad.
168. Mr. Mustafa Gulamnabi Fakih, Member, Provincial Board of Primary Education, Bhiwandi, District Thana.

169. Dr. J. B. Naik, P. O. Jaitapur, District Ratnagiri.
170. Mr. U. K. Oza, Member, All India P. E. N. Centre, Bombay.
171. The Head Master, Government High School, Nadiad.
172. The Head Master, Makhjan English School, Makhjan, District Ratnagiri.
173. The Administrative Officer, District School Board, Dharwar.
174. Mr. S. G. Gavimath, Administrative Officer, Municipal School Board, Dharwar.
175. Mr. V. A. Ajaonkar, Principal, Training College for Women, Malvan.
176. The Head Master, Government Agricultural High School, Bijapur.
177. The Head Master, Dravid High School, Wai, District Satara.
178. The Administrative Officer, School Board, Gadag.
179. Mr. Y. R. Phatak, Principal, Training College for Men, Wai, District Satara.
180. Khan Saheb Sarosh K. Irani, President, Borough Municipality, Ahmednagar.
181. The Administrative Officer, District School Board, Surat.
182. The Head Master, P. D. J. High School, Bijapur.
183. Mr. P. M. Joshi, Deputy Educational Inspector, Panch Mahals.
184. Mr. A. A. Kureshi, Administrative Officer, Municipal School Board, Broach.
185. The Principal, Dr. Antonio De Silva High School, Dadar
186. Mr. V. D. Kalwit, Head Master, D. S. High School, Bhusawal.
187. The Principal, A. E. Society's Primary Training College, Ahmednagar.
188. English Class teacher, Avana, North Kanara.
189. Mr. M. S. Dviwedi, Retired Educational Officer, W. I. States Agency, Vadia, Kathiawar.
190. The Chairman, Municipal School Board, Jalgaon.
191. The Principal Primary Training College, Chalisgaon.
192. Mr. D. P. Amin, Secretary, Regional Adult Education Committee for Gujarat, Surat.
193. The Principal, Maharashtra High School, Lower Parel, Bombay 13.
194. Mr. N. N. Patil, President, District Local Board, Kolaba.
195. Mr. A. V. Date, Principal, Training College, Dhulia.
196. Mr. P. A. Gudisagar, Administrative Officer, District School Board, Bijapur.
197. The Head Master, B. N. High School, Avas.
198. Mr. T. P. Attarde, Principal, Training College for Men, Poona.
199. Mr. G. B. Wable, Deputy Educational Inspector, Satara.
200. The Principal, Mahatma Phule Adhyapaka Vidyalaya, Satara, and Inspector of School, Rayat Shikshan Sanstha, Satara.
201. The Principal, St. Stanislaus High School, Bandra.
202. The Manager, St. Joseph's Convent High School, Belgaum.
203. The President, District Local Board, Poona.
204. Mr. P. K. Shirambekar, Primary Teacher, Agashi, Thana.
205. The Head Master, Bal Vidyalaya, Ogalewadi.
206. The Principal, Training College for Men, Bordi.
207. Mr. S. S. Satpute, Administrative Officer, District School Board, East Khandesh.
208. Mr. B.B. Samant, Education Officer under the Educational Adviser, Bombay.
209. Mr. D. W. Joshi, Hon. Secretary, Maharashtra Library Association, Bombay.
210. Messrs. B. V. Sane and G. S. Deshpande, S. N. D. T. Kanyashala, Poona.

211. Mr. K. V. Sane, Poona.
212. The Chairman, School Board, Dharwar Municipality.
213. The Principal, K. S. S. Kannada Primary Teachers' Training College, Belgaum.
214. The President, K. S. T. Association, Amalner.
215. Mr. B. V. Bapat, Superintendent, Nutan Marathi Vidyalaya, Poona.
216. Mr. V. S. Chaubal, Administrative Officer, District School Board, Kolaba.
217. Mr. B. B. Champaneria, Pardi.
218. The Principal, Basveshwar Primary Training College, Bagalkot.
219. The President, Jalgaon Municipality, Jalgaon.
220. The President, District Local Board, Bijapur.
221. Mr. H. N. Joshi, Retired Assistant Deputy Educational Inspector, Ratnagiri.
222. The Principal, New English School, Jalgaon.
223. The Administrative Officer, Municipal School Board, Ahmedabad.
224. Mr. V. G. Panse, Secretary, New Education Institute, Nasik.
225. Mr. C. C. Sutaria, Chairman, Municipal School Board, Bandra.
226. The Principal, M. S. Training College, Nasik.
227. The Principal, Sheth C. N. Vidya Vihar, Ahmedabad.
228. The Head Master, New English School, Jamner.
229. The Principal, Alfred Gidney High School, Dapoli, District Ratnagiri.
230. The Chairman, Managing Board, Indian Education Society, Manmad.
231. The Principal, S. S. High School, Bijapur.
232. The Superintendent, Shree Shivajee Vidyalaya, Karad.
233. The President, District Local Board, Ahmednagar.
234. Mr. S. M. Thigale, Assistant Educational Inspector, N. E. D. Nasik.
235. The Head Master, and President, The M. H. S. Teachers' Association, Nandurbar.
236. Mr. M. A. M. Khan, Deputy Educational Inspector, Poona.
237. Mr. V. T. Bhatkhande, Head Master, Kurla A. V. School.
238. Dr. G. S. Khair, Poona.
239. Mr. L. P. Kirane, Deputy Educational Inspector, Thana.
240. Mrs. M. Joshi, Lady Superintendent, Mahila Vidyalaya, Ratnagiri.

APPENDIX D

Revenue from fees in primary schools in the Province of Bombay.

Year	Amount realised from fees in primary schools.	Percentage to total direct expenditure on primary education.
1921-22	5,17,381	3.5
1922-23	4,50,699	3.0
1923-24	Not known.	
1924-25	5,10,477	3.6
1925-26	5,30,035	3.3
1926-27	2,51,727	
	(Dist. Sch. Bd. schools only)	
1927-28	4,32,694	2.6
1928-29	4,42,456	2.2
1929-30	4,22,337	2.4
1930-31	4,44,735	2.6
1931-32	Not known.	2.6
1932-33	5,23,116	3.4
1933-34	5,57,947	3.5
1934-35	6,06,067	3.7
1935-36	6,43,479	3.9
1936-37	Not known.	3.9
1937-38	6,68,047	4.5
1938-39	6,76,970	4.4
1939-40	8,02,424	4.01
1940-41	8,76,999	4.2
1941-42	9,61,932	4.4
1942-43	9,77,329	4.3
1943-44	15,67,354	6.1
1944-45	19,15,806	6.9
1945-46	22,66,719	7.2
1946-47	24,17,812	5.4
1947-48	28,57,476	5.5

APPENDIX E

Planning of Social Services in the Rural Areas of the Kolhapur State

The object of this plan was to evolve a comprehensive and co-ordinate system of social services in the rural areas of the Kolhapur State. It included the work of the following departments, within its scope, viz. (a) Education, (b) Public Health and Medical Relief (c) Agriculture, (d) Veterinary and Live-stock Improvement, (e) Marketing, (f) Co-operation, (g) Village Industries and (h) Local Self-Government.

The social services provided by Government were divided into two categories: (a) the services that ought to be provided for in every village; and (b) the services that can only be provided jointly for a group of contiguous villages.

The first of these categories included such services as (a) a school teaching up to Std. IV at least; (b) some source for supply of good potable water; (c) an approach road; (d) an organization like the Village Panchayat which would perform the municipal duties in the village; and (e) a co-operative society. Although every village was expected to have each of these institutions, it was made clear that each one of these institutions need not have its own independent staff and that "Group Secretaries" may be appointed for Village Panchayats or Co-operative Societies.

In order to provide social services which can be shared only by contiguous groups of villages in common, such as a primary school teaching up to Std. VII, a high school, a medical and veterinary dispensary, a marketing centre, etc., the whole area of the State was divided into 73 groups on the principle of *Weekly Bazaars* on the ground that "it is an institution that has sent its roots deep in the social and economic life of the rural areas and every plan for the amelioration of villages must take note of this institution. "Every village where a bazaar is held was treated as the "centre" and all the villages situated in the neighbourhood which attended this bazaar were tagged on to it to form a "group". The following is the typical example of the manner in which these groups were formed:—

Ser. No. of the group	Central village of the group	Name of villages included in the group	Taluka or Peta.	Population of village.	Distance of the village from the centres. (In miles)
16	Bazar Bhogaon	Bazar Bhogaon	Panhala	1,027	0
		Pohalwadi	"	495	3
		Motayiwadi	"	122	2
		Valoli	"	537	2
		Varnul	"	243	3
		Kaljavade	"	519	4
		Pohale	"	606	2
		Pobare.	"	285	5
		Manwad	"	477	8
		Pisatri	"	273	7
		Kisrul	"	770	2
		Pat Panhala	"	592	2½
		Parle Turf Bargaon	"	444	1
		Bargaon	"	959	½
		Undi	"	435	3
Nivade	"	489	3		
Ghotawade.	"	547	2		

It was found that all these groups of villages did not have the same importance. It was, therefore, decided that the groups should be divided into three orders, namely, A, B and C in proportion to their importance. Detailed plans were prepared for social services to be provided in each of these groups. For example, in the Education Department, the Groups A, B and C were to have the following social services:—

“A centre of Group ‘A’ should provide the following services:—

- (i) A middle school teaching upto Std. IX or a High School, preferably the latter ;
- (ii) A boarding house attached to the Middle or High School. The usual experience is that a secondary school in rural areas will neither be efficient nor useful unless it provides hostel accommodation on a fairly large-scale ;
- (iii) A full-fledged primary school ;
- (iv) A Physical Education Centre which will include provision for mass drill activities, modern games, a modern type of gymnasium, and some provision for holding inter-school and inter-village sports for the neighbouring areas ;

- (v) A reading room with at least one daily newspaper. The number of weekly papers or monthly magazines will depend upon the funds available ;
- (vi) A library of a fairly big size ;
- (vii) Some provision for adult education and continuation classes for those people who had to discontinue their education on economic grounds but who still desire to add to their knowledge ;
- (viii) Wherever possible, an agricultural plot or a work-shop should be attached to the educational institution in order to provide instruction in agriculture or in suitable village industries.

Except when the local conditions are such as to make it impossible, a fairly extensive area should be selected at this centre and all the above educational activities should be provided in that area alone. Each educational institution may have its own separate building ; but there will be a great advantage and economy if all of them are located on the same plot. This plot should be so big as to provide for all these educational institutions, all the necessary play-grounds and even for the residential quarters of teachers.

It is not necessary that all these institutions should be brought into existence immediately ; but the planning should be chalked out and consistently followed until the full development of the centre is reached. At every step, monetary and other co-operation of the local population should be sought for and obtained. In fact, Government assistance to the centre should be in direct proportion to the local effort.

A centre of the 'B' type should have the following educational facilities.

- (i) A middle school teaching upto Std. VII or preferably upto Std. IX ;
- (ii) A full-fledged primary school ;
- (iii) A reading room with weekly papers and monthly magazines. It should also provide one daily newspaper in case postal facilities exist ;
- (iv) A small library ;
- (v) A Physical Education Centre of the same type as in Group 'A' but on a much smaller scale.
- (vi) An agricultural plot attached to the local educational institution ;
- (vii) An Adult Education class.

A centre of the 'C' Group should provide for the following educational institutions :—

- (i) A full-fledged primary school ;
- (ii) A reading room with some weekly papers and monthly magazines ;
- (iii) A circulating library ;

- (iv) An agricultural plot attached to the school ;
- (v) A small physical education centre ; and
- (vi) An Adult Education class.

The general principles regarding the planning and development of the Centre of the 'A' type which has been described above will apply, *mutatis mutandis*, to the centres of 'B' and 'C' groups. Similar plans for A, B and C groups for each of the other Social Service Departments mentioned in para. 1 were also prepared.

The advantages claimed for this plan were the following :—

- (i) It will quickly develop a few centres and make them into model villages at no distant date ;
- (ii) It will bring the services of each Development Department of the Government within easy access of all citizens of the State;
- (iii) It will eliminate over—lapping and waste of funds;
- (iv) It will secure the best return for the money that may be spent by Government on the provision of social services in rural areas ; and
- (v) It will provide amenities of cultured life in rural areas and prevent considerably the migration of people from villages to towns, and also induce the officers of Government to settle down in rural areas and to take a greater interest in them.

APPENDIX F

French System of the "School Chest"

Extract from the book "European Policies of Financing Educational Institutions" - By F. H. Swift.

Caisse des ecoles-

The first idea of a school chest of welfare fund probably dates from 1849. "Certain companies of the National Guard from the section which to-day forms the second arrondissement of Paris conceived the idea of establishing by contributions a fund to pay for the work of poor pupils and to be used to aid their families in the purchase of books and clothing." The institution thus voluntarily created proved its own worth to such an extent that in 1882 its establishment was made compulsory for every commune. Its purpose as stated by existing law is "to encourage and facilitate school attendance by rewards to industrious pupils and by assistance to indigent pupils."

Other purposes to which the money in the school chest may be applied include prizes, school supplies, free lunches, payment for supervised study of indigent students. One rural school I visited in 1929 had used 5,000 francs of its school chest to send 16 poor children to the seashore the previous summer and the balance of its fund for school excursions to places of historic interest.

The *caisse des ecoles* is distinctly a public fund. It may not be used to aid private schools or to aid pupils attending private schools. For similar reasons the school chest is debarred from accepting gifts or legacies to be used for the benefit of private school pupils.

The *caisse des ecoles* is composed of private subscriptions, gifts, bequests, contributions of books, clothing, food, subventions from the commune, from the department and from the National Government. The school master of a rural school informed me with great pride that every family in his commune had given something to the school chest and that the individual gifts ranged from 5 to 300 francs and the totals from 7,000 to 8,000 francs per year. The subventions provided by the national government for *caisse des ecoles* for certain years have been shown in Table 4. * The national appropriation is apportioned by the Ministry among the departments on the basis of the number of *caisses des ecoles* maintained and their activity. The local apportionment of the Fund is in the hands of a Committee composed of members of the local school commission and certain elected members.

* These were 1,29,000 francs in 1913, 4,00,000 francs in 1920 and 6,50,000 francs in 1929.

APPENDIX G

Shala Fund of the District School Board, Surat

In 1936-37, a *Shala Fund* was started by the District School Board, Surat, primarily with the object of making local collections to provide for those items of essential expenditure on primary schools which could not be financed by the District School Board.

At present, every school in the district has a Shala Fund. Amounts for this Fund are collected by the Head Master on such occasions as marriages or births in local rich families or when the child of a well-to-do parent is admitted to the school. They are also collected on the occasion of religious festivals, national holidays or during special weeks like the Gandhi Jayanti. Every school is provided with a printed receipt-book and a receipt is issued for every amount donated to the Fund. The amount is deposited in the Savings Bank of the nearest Post Office and the account is operated upon by the Head Master of the school. Accounts are maintained regularly and audited by the Asstt. Deputy Educational Inspectors at the time of inspecting the schools. For all items of expenditure, the Head Master is required to produce a certificate from the Chairman of the local School Committee to the effect that the expenditure in question was actually incurred.

The amount of the Shala Fund of a village school varies considerably according to the size and the financial condition of the village. Individual schools have funds varying from Rs. 5 to Rs. 250 and a total amount of Rs. 1,50,000 has been collected for all the Shala Funds of the District during the last 12 years.

The amount of the Shala Fund is used for the following purposes, among others :—

- (1) Educational Conferences ;
- (2) Sports competitions ;
- (3) Excursions of pupils ;
- (4) Purchase of tools or plants for the school gardens ;
- (5) Provision of educational magazines and daily or weekly newspapers ;
- (6) Purchase of equipment such as a clock, photographs of national leaders, apparatus of physical education, etc.

APPENDIX H

Survey of the Surat District (old) from the point of view of central schools

In 1948, the District School Board, Surat, carried out a survey of the District from the point of view of organizing central and 1st grade schools. To begin with, a meeting of the Administrative Officer, Deputy Educational Inspector, Assistant Administrative Officers, Asstt. Deputy Educational Inspectors and Attendance officers was convened and the idea of the Survey was explained. Sub-committees of Asstt. Deputy Educational Inspectors and Attendance officers were then formed to prepare detailed lists of central and 1st grade primary schools in their own beats on the following principles:—

- (1) A central school may be provided in a suitable place within a group of contiguous villages situated within a radius of 1 to 2 miles ;
- (2) First grade primary schools may be provided in villages which are remote or isolated and where girls are likely to give up their further studies rather than go to a neighbouring village for upper primary education ;
- (3) All schools other than the 1st Grade schools or central schools will teach only primary Stds. I—IV ;
- (4) The existing girls' schools other than central and 1st grade schools should be amalgamated with the boys' schools ;
- (5) Permission may be granted to teach Std. V in a school other than a central or a 1st grade school if there is a sufficient number of pupils attending Std. V and if they cannot attend a central or 1st grade school in a neighbouring village owing to distance or natural barriers or if the number of girls in Std. V is sufficiently large.

2. The draft scheme prepared by the Asstt. Deputy Educational Inspectors and Attendance officers was printed and circulated to every village. It was finalized after receiving public comments and suggestions.

3. According to the final scheme, there will be 117 central schools and 127 1st grade schools in the Surat district out of a total of 777 primary schools conducted at present.

4. It is interesting to note that the public has supported the experiment of co-education in the Surat district. As early as in 1939, the Surat District School Board resolved that no separate schools for girls should be opened in future. This policy continues in force even to-day and has been cheerfully accepted by the public.

APPENDIX I

ADDITIONAL REMARK'S BY SGT. KALYANJI V. MEHTA

વધારાની નોંધ-એડીશનલ નોટ

પ્રાથમિક શિક્ષણને છેક નાનાંમાં નાનાં અને પછાત વર્ગોનાં ગામો સુધી દૂંક મુદતમાં વિસ્તારવા માટે, શિક્ષણમાં સંગીનતા લાવવા, તંત્રની કાર્યસાધકતા વધારવા તેમજ શક્ય તેટલી તંત્રના ખર્ચમાં કચકચર કરવા માટે વહીવટ (Administration) અને નિરીક્ષણ (Inspection) નું કામ એકજ એજન્સી મારફત થવું જોઈએ એ વિષે સમિતિ એકમતી અભિપ્રાય ધરાવે છે; પરંતુ એ એક એજન્સી કર્યા હોવી જોઈએ તે વિષે માર્ગ આગ્રહપૂર્વક માનવું છે કે આજે નહિ તો થોડા સમય પછી પણ બધેજ એ એજન્સી સરકારી કૉળવણી ખાતું નહિ પણ, સ્થાનિક સંસ્થાઓ (જિલ્લા લોકલ બોર્ડો) દ્વારા ચુંટાયેલી જિલ્લા સ્કૂલ બોર્ડો જ હોવી જોઈએ.

શિક્ષણના તંત્રને જીવંત બનાવવાનું અને પ્રમાણથી મોટા તંત્રમાં સ્વાભાવિક રીતે દાખલ થતી જડતા અને શિથિલતાને અટકાવવાનું એવી પ્રત્યક્ષીય સ્કૂલ બોર્ડો જ ઉત્તમ સાધન છે. છેવટે તો સત્તાનું વિકેન્દ્રીકરણ કરા પ્રાથમિક શિક્ષણ ખાતું સ્કૂલ બોર્ડોના હાથમાંજ મૂકી દેવાનો આપણી સરકારનો ઈરદિા છે એમ હું માનું છું; પરંતુ આજે પ્રાંતમાં ઘણેખરે સ્થળે એવી અનુકૂળ અને સુખદ પરિસ્થિતિ નથી એવો સમિતિના મારા ઘણા સહકાર્યકરોનો પ્રામાણિક અભિપ્રાય હોવાથી જ્યાં સંજોગો પ્રતિકૂળ હોય ત્યાં આ એજન્સી સરકાર અને અને જ્યાં પરિસ્થિતિ અનુકૂળ હોય ત્યાં એ એજન્સી જિલ્લા સ્કૂલ બોર્ડોને બનાવવાની જોગવાઈ પણ સરકારે રાખવા એવો વચ્ચો માર્ગ સમિતિએ સર્વાનુમતે સૂચવ્યો છે.

ફરજિયાત શિક્ષણ, ઉદ્યોગ શિક્ષણ, વધાં શિક્ષણ, તેમજ સમ જ શિક્ષણને વ્યાપક અને સફળ બનાવવા માટે સામાજિક કાર્યકરોનો ઉત્સાહ, સાથ અને સહકાર આવશ્યક છે અને એવા સાથ સહકારને આવકારવા માટે તેમજ સરકારના હેતુ વિષે ગેરસમજ થાય નહિ તે અર્થે જ્યાં જ્યાં જિલ્લા સ્કૂલ બોર્ડો સારી રીતે કામ કરી શકશે એવી સરકારને ખાત્રી થાય ત્યાં ત્યાં આ જોગવાઈ પ્રમાણે શરૂઆતથીજ એ એકજ એજન્સી જિલ્લા સ્કૂલ બોર્ડોને બનાવીને સરકાર આ સમિતિની ભલામણોનો અમલ કરશેજ એવી સ્પષ્ટ સમજ સાથે સર્વાનુમતિ ભલામણો ઉપર મેં સહી મૂકી છે.

તારીખ ૪-૮-૧૯૪૯.

દયાણુજી વિ. મહેતા.