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Department of Education, Bombay

CONFERENCE
OF THE
**Provincial Boards for Primary
Secondary, Basic, Adult and
Physical Education**

22nd and 23rd June 1946

POONA

AGhNDA

1. Programme of compulsory elementary education.
2. Method of introducing compulsory elementary education.
3. Changes in the administrative machinery to put the scheme of compulsion into practice.
4. Supply of more trained teachers, including women teachers.
5. Lokashalas,
6. Basic Education and the steps to be taken to introduce one craft in all schools.
7. School buildings for primary schools.
8. Improvements in secondary education, and the system of grant-in-aid.
9. Programme for the development of libraries «mi uj, WIMIUU."™"" ""
0. Programme for the development of film education.
- .1. Future of the School Leaving Certificate Examination vis-a-vis the Matriculation Examination.
- .2. Speeding up Adult Education in areas outside Bombay City.
- .3. Suggestions regarding the co-ordination of work of the various Provincial Boards of Education.
- A. School time.

CONFERENCE OF THE PROVINCIAL BOARDS FOR PRIMARY, SECONDARY, BASIC, ADULT AND PHYSICAL EDUCATION

Item No. 1.—Programme of Compulsory Elementary Education

The number of children of school-going age (6 to 11) in this Province, estimated at 15 per cent of the population, is about 31 lakhs. The number of children attending Primary Schools at present is about Hi lakhs. It is, therefore, necessary to bring to school 15 lakhs additional children. Additional children can be brought to school in two ways—

(0) by providing on a voluntary basis for a larger number of children in existing schools and by opening schools in school-less villages,

and

(/?) by introducing compulsion.

2. *Voluntary expansion.*—Of the 21,700 towns and villages in the Province, 13,350 have schools. Out of 8,350 villages without schools 6,800 are very small villages with a population of less than 400 each. The total population of these 6,800 villages is roughly 20 lakhs and the children of school-going age in these villages is estimated at about 3 lakhs. The need for opening more schools is greater in the remaining 1,500 school-less villages with a population of over 400 per village.

8- *Compulsion.*—The Primary Education Act provides for the introduction of compulsion for all children of 6 to 14 years of age. In the beginning, it would be desirable to make elementary education compulsory for children of both sexes of the age group 6 to 11. The question of the pace with which compulsory elementary education should be introduced is mainly one of finance. For bringing 15 lakhs additional children to school by compulsion the Provincial Board for Primary Education has estimated the additional cost at E.s. 270 lakhs at Rs. 18 per pupil. This estimate does not take into account the dearness allowance rates which are sanctioned to primary teachers. With any increase in the scales of pay of Primary teachers the additional annual cost will be further increased. The smaller the period in which compulsion is introduced, the greater is the immediate financial liability and also the difficulties involved in finding the necessary additional teachers and accommodation. The additional funds likely to be required for introduction of compulsion within a period of 8 years will be as follows :—

Compulsion to be introduced throughout the Province within a Period of—

	Eight years.
1st year	... Rs. 30 lakhs.
2nd year	... Rs. 17T. „
3rd year	... lis. 11-2-5 „
4th year	... lis. 1575 „
5th year	... Rs. 202'5 „
6th year	... lis. 2-17-5 „
7th year	... Rs. 262-5 „
8th year	... Rs. 270 „

If compulsion is introduced only in places where there are schools at present, it will be necessary to provide for only VI lakhs of additional children and the additional cost will be as under:—

	Four years.
1st year	... Bs. 81 lakhs.
2nd year	... Bs. 120 „
3rd year	... Bs. 171 „
4th year	... Bs. 210 „

Another question for consideration is whether compulsion should be extended to the age of 14 for those children who have reached the age of 11. The Central Advisory Board has recommended compulsion for the age group 0-14.

Item No. 2.—Method of introducing compulsory elementary education

Although the Primary Education Act permits the introduction of compulsory education simultaneously for children of all ages from 0 to 11 the difficulties of its introduction and enforcement will be minimised if it is introduced gradually. Its introduction gradually by age groups within a period of say 4 years, i.e. age groups 0 to 8 in the 1st year, 0 to 9 in the 2nd year, 6 to 10 in the 3rd year and 0 to 11 in the 4th year will also facilitate the provision of additional teachers and accommodation.

2. With regard to the areas in which compulsion might be introduced there are three possible alternatives—

(1) To introduce it in one area in one period, in another area in the second period and so on.

(2) To introduce it in small villages first and to extend it to larger villages later, and

(3) To introduce it in larger villages first and then to extend it to smaller villages later.

(1) If compulsion is introduced area by area, it will be necessary to select such areas in each District. It will be difficult to decide which area should be preferred first and which should be taken up last. In any area selected for compulsion first there will be villages with schools and also some villages without schools. In some of the villages without schools at present it will be difficult to find the necessary accommodation. Teachers will also be unwilling to serve in small out-of-the-way villages unless special inducement in the form of free quarters or an additional allowance is offered to them. The smaller villages will also probably be without any approach roads, and it will be difficult for Inspecting Officers and Attendance Officers to pay frequent visits to these schools, and to enforce compulsion.

(2) Compulsion to be introduced in small villages first, and to be extended to bigger villages later.

Most of the difficulties mentioned above apply to this alternative also.

(3) If compulsion is introduced in large villages first and extended to smaller villages later the introduction of compulsion is not likely to be difficult as most of these large villages will have schools already provided

and the people of those villages are accustomed to sending their children to school. It will also be difficult to provide the necessary accommodation and the additional teachers required in such large villages. It is true that the large villages will be scattered over the whole Taluka, the Inspecting Officers and the Attendance Officers will have to tour more than if compulsion had been introduced in a compact area. As these large villages will probably be connected with one another by good roads, the difficulties of touring will not be very great. The main objection to this method is that the parents, who do not wish to send their children to school for economic reasons, may migrate or send their children to small villages adjoining these large villages. This can be avoided by including small adjoining villages which can be reached easily from big villages selected for compulsion.

A further advantage in this method is that the people of small villages will be gradually prepared for compulsion by their knowledge of its introduction in the bigger villages.

3. Each of the three ways is open to objection of one kind or another. In January 1946 Government had decided that large villages should be selected and that if a big village had several small villages round about it which were within easy reach they should also be included in the scheme of compulsion. The application of compulsion to bigger villages first does not mean that the smaller villages are neglected. Schools can be started in the smaller villages (with a population above 400) also at the same time on a voluntary basis.

Item No. 3.—Changes in the administrative machinery necessary for putting the scheme of compulsory elementary education into effect

The Bombay Primary Education Act, 1923, was enacted for the expansion of Primary Education in the Province. The Local Authorities were entrusted with the task of undertaking this expansion through their elected School Boards. The hopes with which this Act was passed have not been entirely fulfilled. This has been due partly to the limited finances of the Local Authorities and partly also to the prevalence of party politics in the working of the Boards. The Local Authorities are unable to meet their share of the additional expenditure involved in any schemes of expansion. It is estimated that over 60 per cent of the expenditure on Primary Education will have to be met by Government when compulsion is introduced.

2. The Primary Education Act as amended in 1938 has created a dualism of control which has been the source of a certain amount of friction. The Provincial Board of Primary Education has suggested that this dual control should be abolished and Government should resume full control over Primary Education so far as District Local Boards are concerned in order that compulsion might be speedily introduced,

3. The Central Advisory Board of Education also after going through the reports from all Provinces has recommended that Government should take full responsibility for the administration of Primary Education wherever practicable.

**Item No. 4.—Supply of more trained teachers including-
women teachers**

The total number of teachers in all Primary schools in the Province is over 46,000 (37,000 men and 9,000 women) of whom 22,000 are trained. 35,000 of the 46,000 teachers serve in District Local Board or Municipal schools. Of these 35,000 teachers 19,000 only are trained. The percentage of trained teachers in Local Authority Primary schools is thus at present about 55 compared with the minimum percentage of 75 laid down in Primary Education Rule 58, while the percentage of trained teachers in all Primary schools in the Province is about 47. There are 54 training institutions for Primary teachers of which 20 are maintained by Government and the remaining 34 are maintained by private bodies. At present over 2,000 new teachers are recruited every year to make good the normal wastage as well as to provide for expansion, while the total output of trained teachers from all training institutions is about 2,200. If compulsory elementary education is introduced throughout the Province it will be necessary to employ about 50,000 additional teachers. The number of additional teachers required every year will, however, depend upon the period in which the introduction of compulsion is proposed to be completed. On the assumption that compulsion is to be introduced throughout the Province within a period of 8 years it will be necessary to recruit at least 6,000 additional teachers every year in addition to 2,000 teachers recruited at present to make good the normal wastage.

2. The recruitment of such a large number of teachers every year will reduce the present percentage of trained teachers considerably and it is, therefore, necessary to take steps to increase the existing facilities for the training of Primary teachers. Under Post-War Scheme No- 96, it is proposed to open eight new Training Colleges (5 for men and 3 for women) with an annual output of 140 trained teachers. This will be totally inadequate to meet the above demand. It is necessary to increase wherever possible, the output of the existing training institutions, both Government and non-Government.

At present there are two difficulties in the way of each training Institute having its full complement of students. The first one is that some of the Local Authorities are still reluctant to depute the assigned number of teachers for training (e. g. Sataraj) as they are required to pay "duty pay" under Primary Education Rule 58 instead of Government paying stipends as in the past. Such Local Authorities put forward the plea of financial stringency and their inability to bear their share of the expenditure on the substitutes appointed in place of those deputed to Training Institutions. The second difficulty is Government's inability to guarantee appointments to fresh men who are admitted to Training Institutions on stipends, as the number of clear vacancies is limited and in some cases, the appointment of such teachers may require the sanction of the School Boards. It would be possible to proceed with the scheme of expanding training facilities at a rapid pace, when the policy with regard to the introduction of compulsory education is decided. The question of training is linked up also with that of salaries, since if the salary scale is such as to attract Matriculates, the output of Training institutions would be doubled, as Matriculates have to put in only one year under training instead of the two years required by P. 8. C. candidates.

Item No. 5.—Lokashalas

The More Committee appointed in 1938 to deal with the question of retaining of the primary teachers emphasised that the primary school certificate examination which is considered an adequate qualification both for employment as primary teachers and for admission to various public services where a knowledge of English is not essential does not provide sufficiently good general education to those wishing to qualify as teachers. It, therefore, recommended the establishment of institutions known as Lokashalas which would be a new type of secondary schools intended to give general education of the Matriculation standard, but in which English will not be taught.

2. In 1942, Government announced that it accepted the More Committee's recommendation and had decided to encourage the opening of Lokashala Institutions. It was announced that a special Lokashala examination would be held and that the standard would conform generally to that of the S. L. C. examination. Government also announced that local authorities, private Associations and Secondary schools could open Lokashala classes which will be aided by Government. Local Authorities, would receive grants as for primary education and private bodies or secondary schools at the rate of 20 per cent of approved expenditure in the case of boys' high schools and 25 per cent in the case of girls' schools. In 1943 Government decided to raise this percentage to 33 per cent and also permitted local authorities to aid private Lokashalas to the extent of 33 per cent of the expenditure, the local authorities' aid being admitted for Government grant at the rate at which its expenditure on primary education is admitted for Government grant.

3. Government had announced that candidates passing the Lokashala examination will be given preference over those who have passed primary schools certificate examination for admission to training institutions and for employment as primary teachers. It was also decided that such candidates should be admitted to the second year's course of primary (training institution and awarded the second year's training certificate after one year's training. The syllabus for the Lokashala examination has been approved by both the Provincial and Secondary Education Boards. So far no Lokashala examination has been held nor has Government started any Lokashalas of its own nor have local authorities or private bodies come forward to start them.

4. Government now proposes to start four Lokashalas in different regions of the Province and trusts that local authorities and private bodies will also come forward and start Lokashalas.

5. At present there is no difference between the pay scales of teachers with Lokashala qualification and those with only P. S. C. examination qualification.

6. Teachers in primary schools must have the minimum qualification of having studied up to the standard or of having a Matriculation Lokashala certificate. Provided sufficient schools are started and sufficient numbers are attracted, it should be possible to make the Lokashala Certificate the minimum qualifications for primary teachers.

7. Students coming to Lokashalas will be mainly from rural areas. On this account alone it would be desirable to locate the Lokashala in larger villages or small towns.

8. The Provincial Boards of primary and secondary education have already accepted the principle that the Lokashala Course should approximate to that of the S. L. C. examination without its English-

9. Suggestions are invited from the conference as regards (1) methods of stimulating private or local authorities in starting Lokashalas, (2) Location of Lokashalas and (8) Syllabus of Courses in Lokashalas.

Item No. 6.—Basic Education and Craft Training- in Schools

The idea of Basic Education or education through activity was given an impetus by the Zakir Hussein Committee's Report. The principle has now been formally accepted even in the Central Advisory Board of Education Report.

2. The principle being accepted the next question relates to the pace of progress in this direction. It is clearly impossible to extend the system to cover the whole Province at once as trained teachers, buildings, equipment, etc., will not be available, immediately. The Provincial Board for Primary Education has pointed out that the first priority must be given to the expansion of primary education in general.

3. It is, however, necessary, to have, if possible, a rough plan of further progress.

Until the requisite number of teachers who can impart education is available, it should be possible to get teachers and students in ordinary schools used to the practical aspect of education. This can probably be done by introduction of craft training or practical training in all schools, as early as may be practicable.

5. The same craft will not be suitable for all areas or for rural and urban areas. For rural areas, the crafts including kitchen gardening, is specially suitable. In all areas including urban areas, such crafts as Spinning and Weaving, carpentry, cardboard, paper work, clay-modelling, etc., would be suitable.

6. Government at present runs over 50 basic schools. In addition there are about 150 agricultural basic schools and Government now proposes to introduce training in a basic craft at primary schools and to introduce the basic syllabus in all the training institutions,

7. It is clear that effort on the part of local authorities and voluntary bodies has to be stimulated.

8. The conference may consider the questions of the pace of expansion of education-through-activity and the methods of achieving the objective.

Item No. 7.—School Building's for Primary Schools

The decision to introduce compulsory primary education in the concentrated area which covers one-third of the Province, over a period of 15 years, as part of the post-war reconstruction programme, involves the construction of 1,600 buildings for full-grade primary schools in this area. To spread the building programme over 15 years will require that every year about 106 buildings at a cost of Es. 32 lakhs per year (or Es. 30,000 per building) should be constructed. It was intended that all the existing

full grade primary schools which have adequate buildings of their own, as well as schools which may develop into full grade schools *in the* concentrated area should have buildings of their own at the end of 15 years.

2. The Provincial Board of Primary Education made the following comments on this part of the post-war reconstruction programme :—

" The Board views with alarm the contemplated distribution of the expenditure on school buildings proposed in the Government Scheme of IVth St-War reconstruction. In the opinion of the Board all programmes in relation to an activity like Primary Education, must be so conceived as to be capable of generalised application, within a reasonable period of time to all areas within the Province. It is obvious that if buildings for first grade primary schools are to be constructed at a cost of lis. 30,000 per building, the number of school buildings that Government could afford to build year by year would be so small that they would be built only in a few concentrated areas even if the programme is spread over a large number of years. Instead of such a programme, whatever allocation Government can make for the purpose should be spent on much cheaper buildings distributed over a very much larger number of localities. The Board would, in this connection, reiterate its conviction that the problem of Primary Education in this country is not likely to be solved by the concentration of educational activity in a few centralised institutions but necessarily involves the distribution of the effort over as large a number of localities as possible."

A. There are two ways of reducing the cost, viz. (1) reducing the building requirements and (2) adopting a cheaper method of construction. A full grade primary school building is intended to provide accommodation for 8 classes in the school (each class room being 400 sq ft. for 40 pupils) and 4 additional rooms—

- one for headmaster ; store and office combined ;
- one for teachers' common room,
- one library and reading room and
- one extra curricular activities room.

These requirements are based on the recommendations of the Central Advisory Board of Education.

4. It is clear that the needs of class rooms proper in as many localities as possible should be met before provision is made for the additional rooms stated above-

5. It may also be considered if only 5 class rooms may be provided to start with as the compulsory education programme will, for the initial period, be confined to five standards.

With a wider adoption of the shift system, it may even be sufficient to provide for two or large-size class rooms to start with.

i>. All primary school buildings should have—

- (1) Sufficient plinth area.
- (2) Adequate light and ventilation.
- (3) Protection from natural elements.

As long as the buildings possess the above essential elements, variations as regards building materials and setting may be permitted to suit local circumstances.

7. Government has recently indicated that it is prepared to entrust construction of buildings to local agencies and the P. W. D of Government will provide the necessary type plans and the supervision.

8. In siting new buildings, it would be desirable to provide for ample open space to serve as playground, garden space, etc.

Item No. 8.—Improvements in Secondary Education and the System of grant-in-aid

Even a cursory examination of our Secondary schools will show that although there are some among them which will compare with the best in other countries, the condition of the bulk of them is far from satisfactory. Even apart from the fact that they all follow the same monotonous curriculum, it cannot be denied that most of them fail to do for their students what a good secondary school may be expected to do. They are badly housed and equipped; both interior and exterior are drab and cheerless. Lessons are dull and uninspiring. The teacher who, more often than not, comes to school after already having spent some hours in private tuition, teaches without his heart in the work, often satisfying himself with merely dictating some correct or incorrect notes. Indeed the very fact that as many as 60 per cent of the candidates at the Matriculation Examination fail to come up to the not very high standard expected of them at that examination is a convincing proof of the unsatisfactory character of our secondary school system.

2. These shortcomings are, to a great extent, due to financial reasons. Few of our secondary schools are richly or even moderately endowed, so that they have to depend for their finance mainly on the fees collected from pupils and on Government grant. (Of the total cost of secondary education 70 per cent is at present met from fees, 10 per cent from Government grant and the remaining 14 per cent from other sources.) The result is that managements cannot afford to pay teachers on a scale which would be calculated to attract the best men to the profession; nor can they insist on teachers not taking up private tuition work. The *sine qua non* of an improved system of education would, therefore, appear to be that the teacher's salary should be adequate. The scales suggested by the Central Advisory Board of Education are as under:—

Scale of pay

(i) Non-graduate teachers	...	Its. 40-2-80 plus 6i per cent Contributory Provident Fund.
(ii) Graduate trained teachers	...	Bs. 70-5-150 plus 6j per cent Contributory Provident Fund.

In addition to these scales of pay, the Board has also suggested 10 per cent house allowance in rural areas and a possible increase up to 50 per cent in places where the cost of living is high. The Federation of Secondary

School Teachers' Associations recently requested Government to enforce these scales of pay and to bear 50 per cent of the expenditure and also to open a Teacher's Register. So far as this Province is *concerned, it is* estimated that introduction of the scales recommended by the Board would mean a total salary bill of 1½ crores. If, therefore, the Federation's request is granted Government will have to provide Rs. 75 lakhs for-grants to secondary schools. The present provision for grants to secondary schools is about Rs. 21 lakhs excluding the provision of Rs. 9,35,000 6h account of dearness allowance.

At present grants are paid on the expenditure basis. The maximum grant payable under the Grant-in-aid Code is 1/3rd of the admitted expenditure or 1/2 of the local assets whichever is less. Owing to paucity of funds, however, it has *not been* possible so far to pay the full grant admissible under the Code, and managements cannot count upon a certain fixed grant from Government. With a view to removing this uncertainty Government is considering the question of paying block grants for a period of 3 years.

4. As regards the criticism that our secondary schools follow the same monotonous curriculum, which is also too literary in character, it may be pointed out that Government have recently converted some of their High Schools into vocational High Schools and introduced a School Leaving Certificate examination but the Vocational High Schools and the School Leaving Certificate examination have not so far become popular. The Matriculation Examination has a fascination for the school-going population, as it holds out the promise of a more advanced educational career. Vocational education is linked up with industrial advance, and possibilities of ready employment in industries.

5. A question which needs to be considered is whether admission to secondary schools should continue to be determined as at present by the ability of parents or guardians to pay the required fees or whether it should be determined on a selective basis. The result of the present system is that a large number of boys go up the educational ladder up to the Matriculation stage but fail to pass the examination. The Central Advisory Board has recommended that admission to secondary schools should be made on a selective basis. There is no question of making any stage of education the privilege of a favoured few, but in discriminate admission means wastage. It seems desirable, therefore, to devise selective tests, designed to test promise rather than actual attainment with due regard to the interests of the less advanced communities and to provide a liberal system of scholarships to enable every bright child to get to the top of the educational ladder, no matter how poor he is. This is all the more necessary because the number of pupils who will complete the elementary stage will increase considerably on the introduction of compulsion throughout the Province.

Item No. 9—Programme of Development of Libraries

In 1939 Government appointed a Committee to consider and report on the possible development of libraries in this Province under the Chairmanship of Mr. A. A. A. Paizee, Principal, Government Law College, Bombay. The Report of the Committee was published in 1941. The

scheme of the development of libraries suggested by the Committee is briefly as under:—

	Estimated cost Rs.
<i>1st Stage</i>	
1 Central aided library at Bombay and 3 Regional aided libraries at Ahmedabad, Poona and Dharwar ...	60,000
<i>2nd Stage</i>	
<i>Add</i> 15 District Libraries ...	1,35,000
<i>3rd Stage</i>	
<i>Add</i> 167 Taluka Libraries 100 Libraries in other taluka towns ...	3,21,000
<i>Mh Stage</i>	
<i>Add</i> 979 large-village libraries, one in each village with a population of between 2,000-5,000 ...	1,81,500
<i>5th Stage</i>	
<i>Add</i> 2,606 libraries for each village with a population of between 1,000-2,000 ...	6,80,175
<i>6th Stage</i>	
<i>Add</i> 17,743 libraries for each village with a population of less than 1,000 ...	12,02,025

The whole scheme is thus estimated to cost Government ultimately Rs. 12,92,025 per annum. The estimates presuppose that an amount equal to the Government grant will at each stage be derived from public contribution.

2. The recommendations of the Library Committee could not be followed up on account of the financial conditions created by the war. In 1941, however, in connection with the Adult Education programme, Government sanctioned a scheme for the registration of and grants-in-aid to Village Libraries, and made a provision of Rs. 60,000 for the purpose. Under this scheme private persons, village Panchayata, sanitary committees, village uplift associations, co-operative societies and private bodies or associations were invited to open libraries in rural areas. Libraries so opened were to be given grants-in-aid in the first year of their existence not exceeding Rs. 30 (in larger towns Rs. 50) or 2/3rds of the actual cost of books or periodicals purchased, whichever was less. It was intended that grants at the same rate should be paid three years after the payment of the first grant. In 1944, however, it was decided to pay annual grants at the rate of Rs. 10 or 2/3rds of the actual cost, whichever is less, during the second and subsequent years of a library. Further, since 1945, instead of admitting the expenditure on periodicals and books alone for the

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 fojLing'fi|urS!! O F T H I S S C H E M E O F V I L L A G E L I B R A R I E S W I L B E S E E N F R O M

Year.	No. of libraries on 31st March.	Provision made for the year.	Expenditure incurred.
		Es.	Bs.
1941-42	762	60,000	33,000
1942-43	1,328	60,000	22,000
1943-44	1,565	40,000	19,050
1944-45	1,690	40,000	19,358
1945-40	1,883	26,500	25,528

N.B.—The figures of expenditure in the first two years are larger because the libraries got initial grants at Rs. 30 or Rs. 50. In the later yearB all old libraries got Rs. 10 annually as the maximum.

4. A scheme for the opening of village libraries in 500 villages with a population of 1,000-5,000 having full grade primary schools is at present under consideration. The programme is for five years and 100 libraries are to be opened every year. It is proposed to locate such libraries in school buildings, and Head teachers are to be paid an allowance ranging from Rs. 3 to Rs. 5 per mensem for looking after them. The annual cost to Government will be limited to Bs. 100 in the case of libraries in villages with a population of 2,000 to 5,000 and Es. 50 in the case of villages with a population of 1,000 to 2,000; while in the first year of the opening of a library a non-recurring grant of Es. 200 or Es. 100 will be given. The programme for the five years is estimated to cost Government Rs. 2,(30,000.

Item No. 10—Programme of the Development of Film Education

Visual Instruction in this Province is being imparted to school children mainly by means of magic lanterns. The number of lanterns in use at present are:—

118 belonging to Government.

19 belonging to District Local Boards and Municipalities.

88 belonging to non-Government institutions.

The number of sets of slides in the possession of the Department is 047. The Deputy Educational Inspector for Visual Instruction looks after the work of circulation of the slides among various institutions and Inspecting Officers. The scheme costs Government Es. 12,000 a year.

2. A cinefilm projector was bought for the Department in 1937-38 as an experimental measure. The experiment was a success, and it was proposed in 1912-43 to buy 25 more projectors, but projectors were then not available. For the purposes mainly of War propaganda, however, the United States

Office of War Information made sonic- 50 film-strip-projectors available for distribution among schools. These were greatly appreciated by the school managements. The Department has at present 04 film-strips for these projectors and also 59 more films for the cine machine in charge of the Deputy Educational Inspector for Visual Instruction.

The Educational Department-will also now have 50 more projectors which were used until recently in connection with Village Uplift Scheme. It is also intended to prepare some educational films in regional languages and also provide some of these projectors with generators and sound-attachment so that they can be used in places which have no electric supply. It is expected that with one projector there should be 6 to 8 lectures per month or about 60 per year. The capital expenditure for this Scheme is estimated at lis. 75,000, the recurring expenditure for 40 films a year (at the rate of Ks. 5,000 per film) Rs. 2,00,000 and other recurring expenditure at Bs. 42,923.

Item No. II.—Future of the School Leaving Certificate Examination vis-a-vis the Matriculation Examination

Prior to 1918, there were two examinations held in this Province at the end of the Secondary course, the Matriculation examination held by the University and the School Pinal Examination held by the Department. The Matriculation examination was not recognised by Government for entry into Government service in accordance with the orders issued by Government in 1910. In 1918, as the result of a resolution moved in the Legislative Council, Government cancelled their orders of 1910 and recognised the Matriculation examination for Government service.

In 1918, a Joint Board consisting of representatives of Govoi-nment and the University was formed and the holding of two separate examinations was discontinued with effect from 1919. There was then only one examination held by the Joint Board *and* a candidate who passed in certain subjects was given a Matriculation certificate while one who passed the other set at subjects prescribed was given a School Leaving Certificate qualifying for admission to Government service.

In 1925, the Joint Board ceased to exist and a School Leaving Examination Board entirely under the control of the University was instituted. This Board also granted two certificates, one for purposes of Matriculation and the other for Government service although both the certificates were recognised by Government for admission to Government service.

In 1933, in connection with the University's proposal to constitute a Matriculation Board. Government informed the University that anything affecting or likely to affect Secondary Education of the Province was the intimate concern of Government as large sums of public money were spent on Secondary Education and Government were responsible for seeing that these sums were spent to the best advantage. It was also Government's duty to assure themselves that the subjects of study and courses of instruction were best calculated to suit the educational requirements of the rising generation. Government, therefore, suggested that—

- (1) the proposed Matriculation Board might consist of 12 members, 9 to be elected by the University to represent the various academic and

University interests and 3 to be nominated by His Excellency the Chancellor from amongst experienced Educational Officers of merit;

(2) the functions of the Board might be to hold and control the Matriculation examination of the University subject to the provisions of the University Act; and

(3) the decisions of the Board in regard to the conditions to be satisfied by candidates, the conditions to be satisfied by schools, the subjects, curricula and standards of passing the Matriculation Examination might be in the form of Resolutions to be presented to the Syndicate and by that body presented to the Senate as draft Statutes.

The Senate decided not to proceed with the question of setting up a Matriculation Board.

In 1936, the Matriculation courses were revised. The main changes introduced were as under :—

(1) The paper in English Texts was omitted.

(2) The classical and the Modern Indian languages were both made compulsory with texts prescribed instead of option between them allowed then.

(3) Arithmetic was omitted from Mathematics.

(4) History and Geography were combined into one paper.

(5) Paper in General Science added to 4 optional Science subjects.

The requirements of the Matriculation are so rigid that if a boy fails to satisfy the University in a subject or two as required by the University, he is unable to get any certificate after 12 years' schooling to show his utilisable skill. In order to get over this difficulty, Government instituted in 1943 a School Leaving Certificate Examination giving to the candidates as wide a choice of subjects as possible including Agricultural, Commercial and Technical subjects. A special Board was also set up for the conduct of the examination. The University has so far recognised the School Leaving Certificates from "Vocational High Schools and has postponed the question of recognising the general School Leaving Certificate examination until the examination question papers and the results of the examination for 1945, 1946 and 1947 are made available to them.

The question of the Matriculation Examination vis-a-vis the School Leaving Examination was also being considered by a Committee of the Central Advisory Board of Education in consultation with the representatives of the Inter-University Board. The Committee in its Report submitted in 1942 has made the following suggestions:—

(i) It is desirable on educational, economic and administrative grounds that there should be only one examination at the end of the High School stage and that this examination should be of such a character as to suit those pupils who will enter employment on leaving school as well as those who intend to proceed to a University.

(ii) In examination with only a limited range of subjects, for instance, languages (Classical and modern), History, Geography, Mathematics and Science, cannot satisfy the reasonable requirements both of pupils who will proceed to a University and of those who will enter a profession at the end of their school career.

(w) If regard to the minimum contents of an examination designed for this twofold purpose, it was considered desirable to prescribe a uniform range of subjects both for the School Leaving and the Matriculation.

The Committee suggested two compulsory subjects, viz., English and a Modern Indian Language and not less than four and not more than six optional subjects of which one must be either History or Geography and another must be either Mathematics or a Science subject.

The Committee was also of the opinion that the University in admitting students should be free, should circumstances require it, to prescribe a higher standard of attainment in a subject or subjects than would be required to secure a pass in the case of students not proceeding to a University. For conducting such an examination, the Committee also suggested the setting up of a Joint Board consisting of representatives of the University, the Education Department and the schools concerned.

It would be to the advantage of all, the Government, the University and the schools to agree to the constitution of a School Leaving Board consisting of representatives of the University, Government and schools and to entrust to such a Board the School Leaving Examination and it should be possible to the University to accept the School Leaving Certificate for admission to colleges subject to suitable conditions.

Item No. 12.—Speeding-up Adult Education in areas outside Bombay City

Government appointed a Committee in 1938 to advise them on the question of Adult Education. Among the various recommendations made, appointment of a Provincial Board for Adult Education was suggested. The Board for Adult Education was, therefore, constituted with effect from 1st October, 1938. One of the functions of the Board was to conduct propaganda for the removal of illiteracy and other forms of ignorance amongst the adults of both sexes in rural as well as in urban areas and to encourage and supervise the publication of suitable literature for Adult Education. The Board formed Divisional and District Committees and each District Committee was given an allotment to carry on its work within its area. These District Committees registered the Adult Education Workers and allowed them grants towards the expenses on making illiterates literate. This system was, however, abandoned later in 1941-42 and the Deputy Educational Inspectors of the Districts were entrusted with the work of recognising and aiding Adult Education Classes and workers in their Districts.

2. The following figures will show the number of classes and the number of adults in attendance and made literates:—

Year.	Number of classes on 31st March,	Number on rolls.	Number of illiterate made literate.
1937-38	240	8,073	Not available.
1938-39	432	13,766	112
1939-40	1,085	58,378	13,208
1940-41	177	8,783	2,829
1941-42	658	22,567	6,877
1942-43	511	22,153	8,315
1913-44	492	14,630	6,810
1914-45	373	9,460	4,667
1945-46	733.	18,660	9,895

3. In 1945, the Board suggested that intensive work in concentrated areas should be undertaken for the liquidation of illiteracy. A small area of suitable size in each district was to be selected for concentrated efforts. Special Officers were appointed to organise Adult Education classes in that area with the help of a local Committee. The experiment is being tried in 4 places (a fifth one—Patan—was later added) and has yielded encouraging results as the following figures will show:—

Name of the compact area.	Name of the District.	Number of classes.	Number on rolls.	Number made literate.
Belapur Road..	Ahmednagar District	114	2,103	1,075
Athani Taluka...	Belgaum District	39	1,140	562
Thasra Taluka..	Kaira District	36	816	440
Bhivandi town..	Thana District	19	626	382
Patan Taluka...	Satara District	36	672	The scheme was introduced at the end of the year.

4. In 1945, a scheme for Home Classes for the spread of literacy among women in urban areas and selected places in the District was introduced. Boys and girls of higher standards of a full primary school are encouraged to prepare lists of illiterate women and to teach them reading and writing in their homes. The Head Master of the school, to which the boys belong, supervises the classes and the Inspecting Officers test the stage of literacy of the women taught. So far such Home classes have been opened in Dharwar, Sholapur, Ratnagiri, Ahmedabad, West Khandesh, Belgaum and Bijapur Districts.

3- ±Hi''
wej^rntnes for registration of adult education workers and institutions
urui framed in 1938 and have been amended frtm time to time since,
iny person, primary school teacher, secretary of a co-operative society,
md such other organisation can be registered as an adult education worker,
is soon as a class is recognised, an equipment grant not exceeding the
.ctual cost incurred iu purchasing articles of equipment or Rs. 40, which-
ver is less, is paid. The grant is fixed on the following basis:—

(i) A basic grant of Rs. 5 per month to be paid in advance every quarter.

phis

a grant of Rs. 2 per illiterate adult satisfying the prescribed literacy test,

or

(ii) A grant of Rs. 4 per illiterate satisfying the prescribed literacy test.

A bonus of Rs. 25, if 50 illiterate adults are made literate in a year.

The grant-in-aid is subject to the usual conditions of the maintenance of registers, accounts, etc.

In 1942, grants on supervision charges were also allowed to associations at 2/3rds of the actual expenditure or 10 per cent of the total maintenance grants paid to adult classes managed by them.

From 1944 continuation classes for maintaining literacy were started and they are aided at Rs. 5 per adult pending a second test. They are also given an equipment grant of Rs. 25 in the first year.

The grants fixed for Home Classes are as under:—

(a) For each illiterate woman made literate, Rs. 2 to the boy or girl teacher.

(b) Re. 1 to the class teacher of the boy or girl teacher.

(c) As. 8 to the Head Master.

(d) As. 8 for charts and booklets etc.

The payment of grant was originally subject to the minimum attendance of 15 and 10 adults but this was increased to 20 and to 15 for men and women respectively in 1941-42, on the recommendation of the Provincial Board for Adult Education. This condition is not applicable to classes opened in the compact areas or to Home Classes.

6. The provision made in the Budget and the grants paid have been as under:—

Year.	1 Number of Classes.	Grant paid. BF.	Provision in the budget. Rs.
1937-38	240	-7,580	
1938-39	432	19,793	40,000
1939-40	1085	86,508	40,000
1940-41	177	3,800	60,000
1941-42	658	38,736	1,00,000
1942-43	511	40,566	1,00,000
1943-44	492	31,018	80,000
1944-45	373	20,866	70,000
1945-46	733	46,910	70,000•

7. Adult education work in Bombay City is carried on by a Special Committee, which has a special Literacy Officer. The numbers of classes, and of the adults attending them and turned out literates are shown in the statement on the next page.

Adult Education Classes in Bombay City

Year.	Number of sessions.			Number of adults on rolls.			Number made literate.			Cost to Government Rg.
	Committee.	Others.	Total.	In Committee's classes.	In other classes.	Total.	In Committee's classes.	In other	Total.	
1939-40 ...	932	70	1,002	18,638	900	19,538	14,488	000	15,088	31,275
1940-41	1,140	58	1,198	21,270	1,007	22,337	14,861	075	15,530	40,300
1941-42 ..	1,053	80	1,133	19,705	1,262	20,967	9,300	708	10,908	51,200
1942-43 ...	1,462	69	1,531	26,993	1,135	28,128	11,595	742	12,337	51,100
1943-44 ...	987	86	1,073	19,672	1,542	21,214	13,235	995	14,230	56,050
1944-45	874	47	921	17,007	864	17,931	11,717	552	12,269	56,800
IfU5-4(5 ...	Not	available.		Not	available.		Not	available.		53,050

3. As regards the training of Adult Education Workers, a scheme was introduced in 1941-42, under which training classes are to be held for about two weeks in vacations at the Government Training Institutions Bordi, Ratnagiri, Poona, Dhulia, Ahmedabad, Surat and Dharwar and in Urdi at Poona and Ahmedabad providing for the training of 200 Marathi adult workers, 100 Gujarati, 50 Kannad and 100 Urdu. Each MSS is to take in at least 20 workers. The workers attending the classes IOW get lump-sum-stipends at Rs. 20 to enable them to defray their expenses. Hostel accommodation is given free. Two selected teachers from the Training institutions are placed in charge of each class and for each class an equipment worth Rs. 25 is allowed. So far, nine classes were held and 455 workers trained at a total cost of Rs. 7,123. Due to war conditions, the Adult Education workers found it difficult to take advantage of these classes.

Item No. 13.—Co-ordination of the work of the various Boards

In this Province there are at present six Advisory Boards :—

- (1) Provincial Board for Primary Education.
- (2) Provincial Board for Basic Education.
- (3) Provincial Board for Adult Education.
- (4) Provincial Board for Education in Hindustani.
- (5) Board of Secondary Education.
- (6) Board of Physical Education.

Of these the Provincial Board for Primary Education is a statutory Board and the others are constituted by Government.

In addition to these Boards there are also the Provincial Board for Anglo-Indian and European Education and the School Leaving Certificate Examination Board with specific functions.

2. The subjects on which these Boards are required to advise Government are intimately connected with one another with the result that any change of policy in respect of one has repercussions on the others. In fact there are no clear lines of demarcation between the spheres of activities of the various Boards. Thus for instance physical education is an integral part of education and is, therefore, included in both primary and secondary education.

Basic education need not now be looked upon as being an experiment and a Basic craft should be taught in primary schools. Similarly Hindustani is taught in the upper primary standard as well as in the lower Secondary (Middle) schools. Adult Education is imparted to a large extent by the primary teachers. Thus the provinces of the several Boards are intimately interconnected and it is necessary to co-ordinate the work of these several Boards.

3. Experience has shown that each Board lays proportionately more stress on its own subject and has no opportunities in coming into contact with the working of other Boards. For this reason also co-ordination of the work done by different Boards is necessary.

4. The Central Advisory Board of Education has suggested that each Provincial Government should establish one central body with advisory

functions. This body should be in contact with the Provincial Government and should represent to the latter the enlightened public opinion in regard to educational matters. The Board has also suggested the formation of Regional Advisory Boards which will be likely to possess a more intimate knowledge of local needs and conditions and will, therefore, be better able to deal with matters which require a more detailed consideration; that regions of these bodies should be co-terminus with the areas of the divisional inspectors of schools.

5. Since there are some six Boards already constituted in this Province it is a question for consideration whether the Chairmen of all these Boards should form a separate Provincial Advisory Board of Education to advise Government on all matters connected with Primary (including Basic), Secondary and Adult education, or whether there should be only one Board with different sub-Committees to deal with various aspects of education.

Item No. 14.—School Hours

In 1935, Dr. V. B. Gokhale suggested to Government that there should be no schooling for at least a couple of hours after a full meal as it was physiologically very unsound. He advocated that the school should be held partly in the morning and partly in the evening. This suggestion was considered by Government and they issued a Press Note on 8th June 1936. In this Press Note the arguments in favour and against the change were stated. The arguments in favour of the suggestions were :—

(1) that within half an hour of taking a meal the digestive function reaches its height of curve which very gradually falls to the baseline after a period of 2½ hours, and that it is, therefore, very desirable that no active work i-e, brain work or muscular exercises be permitted during the period;

(2) that in tropical countries, like India, early morning is the best time to impart and receive knowledge which undoubtedly requires great concentration of mind, as both teachers and pupils are fresh after a good night's rest;

(3) that due to the present school hours pupils have often a very poor and hurried meal;

(4) that under the existing school hours pupils are required to come to school in the hot sun and to go home again in the heat of the day;

(5) that Primary schools in this Presidency, except in some cities, have already introduced morning and afternoon school hours. The arguments advanced against the change were:—

(a) the present school hours have been evolved and come to be generally adopted because they serve greater convenience;

(6) the people generally adjust timings of their domestic affairs to suit the timings of their occupation, and as the hours of work in cities and bigger towns in the case of most of the occupations range from 11 a.m. to 5 p.m., it has been found convenient to have school hours also coinciding with these hours ;

(c) it involves additional trips to school and back which means great inconvenience to pupils from getting guidance from parents in their studies;

(d) the children in secondary schools can bear the strain of continuous work although such is not the case with children in Primary schools so that the existing hours (11 a.m. to 5 p.m.) appear to be less open to objection in the case of Secondary schools than in the case of Primary Schools.

Government, therefore, called for opinions of the Managements of Secondary and other schools in the matter. Government also pointed out in the Press Note that at present no hours were fixed by rule for Secondary schools and that any school was at liberty to make changes in the school hours provided that not less than 4 hours of secular instruction was given on the same day.

The opinions received showed that the majority of the schools and the general public did not take much interest in the question. The majority of Secondary schools did not favour the school hours in the morning and in the afternoon as it was very inconvenient to pupils and teachers coming from a distance. They contended that unless there was a change in the office hours, the proposed change in the school timings was not feasible. The experiment tried in some places showed that the change was generally found inconvenient. Government, therefore, issued a Press Note on 6th May 1937, and decided not to interfere with or alter the existing practice.

The question of changing the school hours so as to meet in 2 sessions for about 3 to 4 hours in the morning and 2½ hours in the evening was again taken up in 1939. The timings suggested were as under:—

Rural areas—8 A. M. to 11 A. M. for heavier work,

3 P. M. to 5 P. M. for games, music, arts, etc.

Urban areas—The above timings,

or

7 A.M. to 11 A. M. in the Summer.

7-30 A. M. to 11-30 A. M. in the winter.

Again opinions from different quarters were called for and it was found that majority of the heads of Colleges and Secondary schools and the officers consulted did not favour the change. It was, therefore, not found necessary to revise the decision announced by Government in the Press Note of 1937.

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