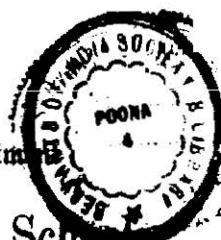


- (1) Report of the Secondary Schools Committee for the Province of Bombay. 1947. T1:83ck3-23
- (2) Report of Committee appointed by Government N3 to enquire into anomalies in the Pay and allowances of Primary School Teachers. 1940.
- (3) Report on Vocational Training in Primary and Secondary Schools and consequent reorganization. 1938.
- (4) Report of the Committee on the Training of Primary Teachers. 1938.
- (5) Report of the Committee on Primary and Secondary Education 1929. 1930. (T1: v. 231-1141)
- (6) Report on Stagnation and Wastage in Primary Schools. 1941. by The Provincial Board of Prims
- (7) Report of the Committee appointed by the Government of Bombay in connection with the selection and preparation of text-books. 1942.



Government of Bombay  
Education and Industries Department



Report of the Secondary Schools  
Committee for the Province of  
Bombay



BOMBAY

PRINTED AT THE GOVERNMENT CENTRAL PRESS

Obtainable from the Superintendent, Government Printing and Stationery,  
Bombay, or through the High Commissioner for India, India House,  
Aldwych, London W.C.2, or through any recognized Bookseller

Price—Annas 4 or 5d.

1927

4  
**REPORT OF THE SECONDARY SCHOOLS COMMITTEE APPOINTED  
 BY GOVERNMENT RESOLUTION, EDUCATION AND INDUSTRIES  
 DEPARTMENT, No. 6803 OF 15th MAY, 1947.**

	Pages
INTRODUCTORY ... ..	i
CHAPTER I— Pay Scales ... ..	1-23
CHAPTER II— School Fees ... ..	24-28
CHAPTER III— Grant-in-aid ... ..	29-45
CHAPTER IV— Service conditions, etc. ... ..	46-53
CHAPTER V— Summary of Recommendations ... ..	54-66
Appendices I, II and III ... ..	67-78

## INTRODUCTORY.

The Secondary Schools Committee was appointed by Government under Government Resolution, Education and Industries Department, no. 6803 of 15th May, 1947, to examine and report on certain questions concerning Secondary schools in the Province. A copy of the relevant Government Resolution, setting out the terms of reference to the Committee will be found in Appendix I to this Report. It will be noticed that the four main questions which the Committee has been asked to investigate are :—

1. Salaries of Secondary teachers.
2. Secondary school fees.
3. The System of Grant-in-aid to Secondary schools.
4. Service conditions.

We set ourselves to the appointed task with an overwhelming sense of the importance and complexity of the questions we were called upon to consider. In submitting our report we are conscious that some of our findings may not be acceptable to one or other—if not all—of the interests concerned. A solution of the problems under investigation that would be acceptable to all was, in the nature of things, very difficult to find. We have nevertheless the satisfaction of having given our most careful thought and consideration to every view point that has been urged before us, and of having approached the subject with a mind as open and free from prejudice as possible. One of the first steps we took after the Committee was constituted, was to issue a fairly comprehensive questionnaire to assess public opinion on the subject. A copy of the questionnaire is set out in Appendix II. A large mass of evidence was submitted to us in response to the questionnaire by individuals, educational institutions and organisations of Head Masters and Assistant teachers and others interested in the subject. We also visited important centres in each Educational Division in the Province and had the opportunity of meeting representatives of the various interests concerned for a very frank and helpful exchange of views. Our thanks are due to all those who assisted us in our work by supplying us with information or by making useful suggestions or by meeting us, in some cases, at great personal inconvenience. Some of the evidence submitted to us was very carefully worked out by persons intimately connected with the working of Secondary schools and by those having first hand experience of the difficulties involved in rural and backward areas. The practical aspect of the various questions as revealed in their evidence was of invaluable help to us in our work. The Committee carried on its deliberations almost continuously, with a few intervals, from the middle of June to the end of September, 1947.

The Committee was greatly handicapped by the departure of Mr. S. S. Mone, the Secretary, to America for further study in the middle of our deliberations. He was of great help to us and the work of drafting the Report etc. fell on the two members of the Committee, one of whom had to attend to this work without relief from his official duties.

## CHAPTER I.

### PAY SCALES.

#### *Division of the Province into "Educational Areas".*

An important problem which has confronted us during our investigation and has engaged our attention for greater part of the time was to find out with a fair measure of accuracy if the Province could be suitably divided into clear-cut "economic" areas presenting uniform living conditions at varying levels. The question of devising suitable scales of pay and fee rates for the different economic levels would then be simplified and would also determine the appropriate system of grant-in-aid.

We would have been greatly helped in the solution of this basic problem, if figures of the cost of living index for the various cities, towns and rural areas in the Province had been available. In the absence of these data, we had to rely on our own knowledge and the information which we gathered from different sources during our investigation. We visited the three main linguistic areas of the Province and had an opportunity of meeting representatives of various educational associations, urban as well as rural, teachers, managers, guardians of pupils and Government officers.

The inquiry has led us to the conclusion that there is, more or less, a general levelling of living conditions throughout the Province and that there is more of uniformity than disparity obtaining between various areas. Housing problem, for example, is now acute almost every where and is not confined to big cities only.

We, therefore, feel that it would be wrong to divide the Province into too many groups. It would have been simple to take the census figures of population and divide the Province into half a dozen areas on population basis. This would have been not only wrong but also very much undesirable. We, as builders of a new India, must not only take stock of the economic society in which we are today living. We must also visualise and plan, to quote the words of the Central Pay Commission, for "the economic society which we wish to see established". The process of levelling up including control over the production and distribution of essential commodities which was initiated by the war conditions and which has not stopped on the cessation of the War, provides favourable conditions to plan for a uniform administrative system on the educational plane.

We have, therefore, taken the whole Province as a more or less uniform area for our general planning. Though we propose to divide the Province into four areas for some purpose or the other, we do not desire that any area should receive unduly favourable or differential treatment. We have proposed the big industrial cities of Bombay, Ahmedabad, Sholapur and the other two important cities of Poona and Surat to be grouped as separate areas for suitable cost of living allowances only, as all round higher *per capita* expenditure on rents, higher cost of living necessitating higher remuneration to teachers, the capacity of an average guardian to pay higher fees etc. mark the schools in these cities from the rest. We do not, however, propose a separate system or rate of grant or separate pay scales for these cities.

We would place the city and suburbs of Bombay into a special category by itself following the example of the Central Pay Commission for reasons which are obvious. Next to Bombay would come the four cities mentioned above. Though

in general conditions of living they approximate more towards Bombay than the smaller Municipal towns, we do not think they require to be placed in the same class with Bombay but should form a separate group by themselves.

We suggest that the rest of the Province may be divided into two broad areas; the numerous small Municipal towns forming the third and the rural areas the fourth group. A great many of the small towns are semi-rural in character and a few are more rural than urban. Still they should, in our opinion, form a separate group, as practically all of them are served with Secondary schools and Secondary education has generally made considerable progress in them. It is difficult to define rural areas. Ours is a land of villages, with a growing number of bigger villages gradually developing into small towns but retaining in varying measure their rural character. However it would be fairly safe to say that whatever places are not served with Municipalities are rural. We would, therefore, define our fourth group negatively as all those places which are not municipal towns. This area is generally backward in education. Even primary education has not made much head way here. Secondary education is a very recent growth and is confined to only some places. It is facing many difficulties. It is, therefore, necessary to treat this area in a special way and bring it in a line with the rest of the Province by an appropriate system of grant-in-aid.

“(a) We suggest, therefore, that the Province should be divided into four areas for purposes of the standardisation of fee rates, pay scales and grants-in-aid—

- A. Bombay City and Suburbs.
- B. Ahmedabad, Poona, Surat and Sholapur.
- C. Municipal towns other than those mentioned in A and B.
- D. Rural (or non-municipal) areas.

(b) We have not suggested an intermediate area between the major Municipalities of Ahmedabad, Poona, etc., and the other Municipal towns. We have included only four cities under B area. We, however, suggest that Government may, after further enquiry, add a few more cities to the B area and/or introduce an intermediate area between B and C if necessary, on account of higher cost of living and adopt suitable special allowances for it.

(c) In the interest of the general levelling up of schools in the Province and the desirability of aiming at a fairly common standard of culture and living, we are, however, reluctant to propose more divisions than those suggested by us.” (Rec. 1.)

#### *Classes of Secondary Teachers.*

“For the purposes of standardisation of pay scales, we propose to divide the ordinary secondary teachers into the following three classes according to their academic qualifications—

1. Those who have passed only the Matriculation, the School Leaving Certificate, the Lokashala Certificate, or other equivalent examination (hereafter called Matriculates),
2. Those who have passed only the ‘Intermediate’ examination (or its equivalent) of a University (hereafter called ‘Intermediate’), and
3. Those who have passed a degree examination of a University or its equivalent (hereafter called graduates).” (Rec. 2.)

Under the first category would be included all those who have passed the Matriculation Examination or its recognised equivalent but not the Intermediate examination or its equivalent. All those who have passed the School Leaving Certificate examination conducted by the Education Department will also come under this class. "The *Lokashala* is a Secondary school imparting sound general education of the Matriculation standard. There should be no objection to those who pass the *Lokashala* examination being appointed as Secondary teachers. They should also be included in this class. They should be considered eligible to appear for the S. T. C. examination and if they pass it, should be given the scale of the Matric S. T. C." (Rec. 3.)

In the second category of "the Intermediates" would be included all those who have passed the Intermediate examination but have failed to obtain a degree. It is unnecessary to define the third class of "graduates".

On general grounds, a graduate is a better qualified teacher than an "Intermediate" or a Matriculate. But when financial limitations of schools have to be seriously taken into account in the recruitment of teachers on a large scale for more than a thousand private secondary schools in the Province, one cannot set aside the need of recruiting teachers who are academically less qualified than graduates.

The "Intermediate" teachers have done, in very many cases, good work as teachers in our secondary schools. Some of the experienced teachers of this class are able to take up successfully teaching work in the upper classes of a high school which is traditionally the preserve of graduates. In our opinion the "Intermediate" teacher has a definite place in our secondary schools and his displacement by a graduate teacher, however, sound it may appear on academic considerations, is not essential, especially when he could perform efficiently the work entrusted to him in the lower standards of a high school and even in the upper classes in some cases.

Matriculates come under the lowest class or category of secondary teachers in our threefold classification. The place of a matriculate teacher in secondary schools, especially for lower classes, is well-established, due, of course, to financial considerations of private secondary schools. Many secondary schools and particularly the Middle schools have to recruit matriculate teachers because they are easily available, their pays are within the reach of the managements and they stick to their services in rural or semi-rural areas where graduates are reluctant to go.

We are of the opinion that the matriculate teacher, like the "Intermediate" teacher, has also a definite place in our secondary schools. We look forward to a time when the three lower standards of a high school will be included in the Primary stage of our educational system. We also visualise a time when the importance of English in our Secondary schools, particularly in the lower standards, will be greatly minimised. Under such a re-organised system, the importance of the Matriculate teachers along with that of the *Lokashala* graduates will be greatly enhanced in schools which will have to teach that section of the secondary school population, which, to-day, is being taught in the lower classes of a high school.

In these circumstances we feel it desirable to recommend that the teachers of a High School as, at present, constituted, should have a fairly substantial proportion of trained Matriculate and Intermediate teachers, though managements who can afford may certainly go on employing graduates on a larger scale. We have noted that a number of well established and well conducted High Schools in the Province are carrying on their work efficiently with a staff, not more than half of which are graduates. It has helped them to stabilise their finances without impairing the quality of the instruction imparted in their schools.

In recommending recruitment of matriculate teachers in secondary schools, we are not prompted by economic considerations only. We are convinced that a properly selected matriculate teacher with a training qualification such as S.T.C. or T.D., is bound to be, in the majority of cases, an efficient teacher for the lower classes of a high school. In fact this class of Secondary teachers, to-day, bears the responsibility of teaching the lower standards to a very great extent. We desire that this practice should not be disturbed, but efforts should be made to give the matriculate teachers opportunities for training and keep them contented by assuring them good prospects, which are sadly lacking at present.

We have noted that the Report of the Central Advisory Board of Education on Post-War Educational Development in India ("The Sergeant Report") as well as some educational authorities elsewhere have laid down only two classes of secondary (High School) teachers with only two separate scales. The two classes are (1) non-graduate trained teachers and (2) graduate trained teachers. The word "non-graduate" obviously includes persons ranging from Matriculates to those who have failed in the degree examination. Following the practice in vogue in our Province, we have, however, thought it proper to recognise a distinct class of secondary teachers—between matriculates and graduates—and have styled them as "Intermediates". We are glad to note that the Central Pay Commission has also recognised such a type and has assigned to it a pay scale mid-way between those for matriculates and graduates.

#### *Training qualifications of Secondary Teachers.*

A teacher should have not only knowledge but also professional skill. He must be fully conversant with child psychology and the technique of the educative process. He should have adequate knowledge of school organisation as well as class management. He should also have a working knowledge of the various educational problems of our country as well as the experiments in the different educational spheres. It would be difficult for him to succeed in his profession unless he has this requisite background.

It is, therefore, now commonly accepted that every teacher must undergo training before he is given a permanent standing in the profession. We have accepted this principle and in our proposals for pay scales we do not provide any permanent pay scale as such for untrained teachers. We have proposed a short preliminary pay scale—if scale it can be called—of 2 to 4 years for untrained teachers of varying academic qualifications. We expect these teachers to get their training within this period and we think that for an ordinary teacher who is keen on continuing in the profession, there would be no difficulty in getting trained during this initial stage.



“ We, therefore, recommend that a fresh matriculate teacher should be given four years to acquire a training qualification, an intermediate-passed teacher three years and a graduate teacher, two years. The management may, however, give a further period of grace, which ordinarily should not exceed three years in the case of Matriculate and Intermediate and two years in the case of graduate teachers.” (Rec. 4).

We do realize that it would not be possible for many graduate teachers to get their B.T. degree within a short period. They have to attend a training college for a year at some distant place and pay for their boarding and lodging as well as tuition. Many of them have also to maintain their families at home. Even if the Education Department provides facilities for training, quite a number of them may not be in a position to take advantage of the help given by the management and the state during the initial years of their career. If Government make suitable arrangements for the training of graduate teachers, we believe that majority of the teachers will get themselves trained but there would still be some difficult cases. Such teachers can, however, get their S.T.C. and come under a permanent time-scale of graduate teachers with S.T.C. They can then at any subsequent stage work for their B.T. and secure the higher scale. There would, therefore, be no practical difficulty in requiring every Secondary teacher to get trained.

Under our scheme, a graduate would be eligible for three kinds of training. He can get S.T.C. by private study under the supervision of the Head Master or an approved senior teacher. He can also get his T.D. of the Bombay University by attending a T.D. class for a year. He can in addition get his B.T.

An Intermediate or a Matriculate will be eligible either for the T.D. of Bombay University or S.T.C. of the Education Department. They can also join a primary training college for a year and get a training certificate. The Primary Training course would compare very favourably with the S.T.C. It also includes Educational Psychology, General and Special Methods and School Organisation. While the S.T.C. can be taken without attending a training institution, the primary training certificate would involve a year's attendance at a college. The Matriculate teacher who may take the primary training certificate should, in our opinion, be considered as trained for service in Secondary schools as he would, in no way, be inferior to those under-graduate teachers who have taken the S.T.C.

Similarly those who pass the Lokashala or the S.L.C. examination can appear either for the S.T.C. or the Primary Training Certificate Examination and get trained. They should also be considered on a par with the Matriculates with S.T.C. and given the same scale.

As it would thus be possible to provide different types of training for teachers with different qualifications and requirements, we recommend that an untrained teacher should have, as a rule, no permanent standing in the teaching profession and “ we propose that a Secondary teacher should be considered as ‘ trained ’ if he acquires any of the following professional qualifications :—

1. Secondary Teacher's Certificate (S.T.C.) of the Educational Department.
2. Teachers' Diploma (T.D.) of the Bombay University.
3. Bachelor of Teaching (B.T.) degree of the Bombay University.
4. A Primary Training Certificate.
5. Any other qualification which Government may prescribe as a training qualification equivalent to the above qualifications.” (Rec. 5).

In this connection we would like to suggest that it would be necessary to revise the S.T.C. course and effect necessary changes in order that it may be possible for Matriculate teachers to offer it without much difficulty.

The present arrangements are very unsatisfactory so far as the undergraduate teachers are concerned. The text-books are in English and are generally intended for post-graduate study. Most of these books are written in a language which is beyond the reach of an ordinary Matriculate. Then even if a Matriculate can follow the text and know the facts, it is very difficult for him to express himself adequately and correctly in English, as is required under the present arrangements. The S.T.C. was, so far as we know, intended primarily for graduate teachers though under-graduates have been allowed to take it.

“We consider it very inadvisable to have the same S.T.C. examination for graduates as well as non-graduates. We recommend that the S.T.C. should be divided into senior and junior grades. The senior examination should be taken only by graduates and they may write their papers in English as at present. If necessary the course may be revised. Persons who have passed the Matriculation, the S.L.C. or Lokashala Examinations should be held eligible for the Junior S.T.C. and may write their papers in any of the regional languages or in English in the case of those whose mother-tongue is other than any of the languages of the Province. The course of studies for this junior examination may be simplified and made more practical.” (Rec. 6).

#### *Training facilities for Teachers.*

“In view of the fact that time-scales are proposed by us only for those teachers who have obtained training qualifications, it is quite essential that adequate provision for training in different parts of the Province should be available for untrained teachers to get themselves trained as early as possible.”

“We, therefore, recommend that Government should adopt all possible measures to provide training facilities by aiding private training colleges for B.T. and T.D. on a liberal scale, and encouraging educational bodies to open new training colleges in areas and places where they are in demand.”

“We also suggest that Government should encourage managements of schools to conduct S.T.C. classes individually or jointly by giving them adequate grant-in-aid.”

“It is also further suggested that in places where S.T.C. classes are not within reach of untrained teachers, Government should adopt a system of rewards to heads of schools and senior teachers who may guide teachers for their S.T.C. examination with the approval of the Educational Inspectors.” (Rec. 7).

We have already observed that attendance at a Secondary Training College for a year is a very costly affair for most of the teachers. Unless, therefore, managements of schools give suitable deputation allowance, it would be difficult for an average secondary teacher to get his B.T.

“We, therefore, recommend that Government should encourage managements to depute their teachers for training with a suitable deputation allowance and should pay an *ad hoc* grant on such expenditure at a rate higher than that adopted in the case of maintenance grant.” (Rec. 8).

*Pay scales for Teachers.*

Perhaps the most important of the questions referred to us is that dealing with the salaries of teachers. It is a question that needs to be approached with sympathy and understanding. Even at the risk of uttering the truism we feel compelled to repeat what has so often been said by almost every one dealing with the subject that the salaries paid to teachers at present are deplorably low considering the nature and responsibility of the work entrusted to them and that it is imperative that the status, salaries and conditions of service of teachers should be considerably improved if the profession is to attract the right type of recruits and if the quality of tuition and the standard of Secondary Education are to improve. We were surprised, in the course of our enquiry, to find that trained teachers with graduate and even post-graduate qualifications are still drawing, in a great many instances, very low salaries even after 5 to 10 years' service. We are not referring here to those voluntary life-workers who, following in the great tradition of self-less service in the cause of education created by public-spirited men like Chiplunkar and Agarkar, Tilak and Gokhale, continue to devote themselves to the service of education on what may be called subsistence wages. Even in the case of institutions so conducted, it is a moot point whether in the altered conditions of to-day it is either economically necessary or educationally desirable to expect the teachers as a class, alone, to make sacrifices not demanded of any other section of Society.

Salaries of Secondary teachers have up to recent past borne no relation whatsoever to economic conditions. The only economic factor that seems to have operated was the relentless law of demand and supply, and as the supply was in abundance in the years of depression, managements found no difficulty in obtaining the services of teachers on unbelievably low salaries. The Department on its part did not concern itself much with the condition of teachers barring an occasional reference in the Annual Report either to deplore the situation or express a pious hope. Nor could the Department be expected to take any effective action against private schools, when the starting salary of a graduate teacher in Government High Schools was so low as Rs. 45.

In fixing the salaries of teachers it would have been helpful to take into consideration the salaries and conditions of service in other careers open to persons with equal educational qualifications. We have been specifically asked, under the terms of reference, to suggest a comparative basis on which the salaries of Secondary teachers may be fixed in relation to the salaries of comparable classes of other employees. While the broad general principle of equal pay for equal work can be readily accepted, in actual practice it is not easy to discover classes of employees who can be suitably compared to Secondary teachers. We gave our careful thought to this question and we also included it in our questionnaire to ascertain the opinions of Head Masters and teachers themselves in this regard. After a careful examination of the subject we have to admit, however, that we find it extremely difficult to establish any such comparative basis.

In the first place, there is hardly any private employment with uniform or standardised salaries in this country. A comparison with independent professions such as that of a lawyer or engineer would not be correct, because apart from other considerations, there is a considerable period of waiting in these professions during which the emoluments earned by the large majority of those practising these professions are almost negligible. Our field for comparison is, therefore, necessarily restricted to the various Government services. Here too, services to which recruitment is made by selection such as the Police or Excise services must be eliminated,

because factors other than the minimum academic qualifications are taken into account in their selection. Services requiring special technical qualifications would also not come within the pale of comparison. We are thus left, in the main, with the educational service and the various Government clerical establishments where the majority of graduates and matriculates who enter Government service find their place, except the very best few who may step directly into the select posts.

In this connection we might state here that one of the conclusions which we reached at a very early stage of our enquiry is that "there should be no distinction whatsoever in the emoluments and conditions of service generally of secondary teachers with equal qualifications working in Government and non-Government secondary schools." (Rec. 9). On educational grounds as well as on grounds of social equity, we feel that there is no justification for differentiating between two classes of persons with equal qualifications engaged in the same national service. This also appears to be the general desire of the teachers as evinced from the evidence given before us. We are sensible, however, that in one important respect practical difficulties will not make it possible to introduce uniformity, namely in respect of pensions.

"In this connection we, further, recommend that in recruiting educational officers for Government service, the claims of well-qualified and competent teachers in private secondary schools should be duly considered and their previous service should be taken into account in fixing their salaries as Government servants." (Rec. 16).

As regards a comparison of secondary teachers with the clerical services under the control of Government, it is our considered opinion that the amount and character of work are so basically different that a comparison of these services would not be fair to either of them. There are besides a number of other factors such as the hours of work, the responsibility attendant on the work, the intellectual drudgery or otherwise involved in the work, vacations and other benefits which are present in one case and not in the other. All these factors make it impossible to establish a comparative basis. In this connection it may be pointed out that it appears to be the Government practice to differentiate even between the clerical grades in the Secretariat and other Government offices—a practice which has been upheld by the Pay Commission. We are, therefore, led to the conclusion that this particular approach to the question of salaries of teachers is uncertain on account of the many difficulties mentioned above.

We realise, however, that the careers and the prospects ordinarily open to matriculates and graduates in clerical establishments of Government and other semi-Government bodies, have an important bearing on the salaries of teachers. The number of avenues of employment so open to matriculates and graduates has increased considerably during the last few years on account of various programmes of post-war development and reconstruction initiated by Government and the war-time prosperity of industrial concerns. Prospects offered to graduates have generally speaking widened considerably and this factor is bound to have important repercussions on the question of salaries of secondary teachers. In fact, the drain on graduates and matriculates of some of the Government services established during the war and even of remunerative private employment in the more prosperous industries, has created a dearth of secondary teachers in Government as well as private schools and, in some cases reported to us, qualified teachers of some years' standing have left the profession for more remunerative employment elsewhere.

In the absence of a satisfactory basis of comparison with other services, it is necessary to formulate our conclusions on salary scales of teachers on cost of living. This task is, however, difficult, because the present represents a period of time when the whole economic structure of family budgets is violently upset and no one knows with any definiteness when and how it is going to be restored and stabilised. The publication of the report of the Central Pay Commission has raised hopes in some that their lot would be improved in accordance with the recommendations of the Commission. The Government of Bombay have very recently announced their acceptance *in principle* of the recommendations of the Commission, though on what lines or to what extent is not yet made known. It is understood that the question of revision of salaries of the civil servants of all grades in the Bombay Province is under the active consideration of Government, and as Government are conducting a number of Secondary schools, they will have to lay down revised scales of pay for their secondary teachers along with other Government servants. We have already suggested that no distinction should be made between Government and private teachers. We would, therefore, request that Government may sanction the same pay scales to private teachers which they may consider suitable for their teachers.

That the Government have appointed us to recommend suitable pay scales for private teachers, before they took up the question of Government servants is a clear indication of the determination of Government to raise the economic status of these teachers and place them on a sound footing. We submit that we also applied ourselves to our task in the same spirit.

The scales of pay for Secondary teachers that we propose to suggest do not take into account the present abnormal economic conditions in their entirety. To afford further relief for the prevailing abnormal economic conditions, it will be necessary to supplement the proposed pay scales by a system of dearness allowance which may fluctuate according to the rise and fall in the general cost of living. We do not propose to comment here on the adequacy or otherwise of the rates of dearness allowance at present prevailing in secondary schools. When Government will review the situation from time to time and adjust the amount of dearness allowance to be paid to their own servants, the teachers in private secondary schools should receive similar dearness allowance. We also suggest that the dearness allowance should continue to be paid to private teachers after the proposed scales are brought into effect, until such time as Government may decide to discontinue them for their own servants.

In working out the scales of pay we must admit that we have not gone into a scientific study of the question. In fact we do not feel we are competent to do so. We have, however, looked at the problem from a broad and realistic point of view, basing our conclusions on a mass of evidence both written and oral that we have before us from representatives of assistant masters, of Head Masters and of Managers of schools. High educational officers and social workers have given us the benefit of their experience and knowledge. Even the guardians' point of view was also duly considered. Free and frank discussions which we had with some of the abovementioned parties have been of great help to us in formulating our conclusions on this most important and at the same time complicated question that we are asked to tackle.

“ We suggest the following basic pay scales for secondary teachers of the three classes mentioned in Recommendation No. 2, throughout the Province:—

- I. Matriculate or S. L. C. or Loka-shala Certificated. Rs. 50—3,2—56 (4 years).
- Matriculate or S. L. C. or Loka-shala with S. T. C. or T. D. Rs. 56—2—80—E.B.—4—120 (22 years).
- II. ‘ Intermediate ’ ... .. Rs. 56—2—62 (3 years).
- Intermediate with S. T. C. or T. D. Rs. 62—3—92—E.B.—4—140 (22 years).
- III. Graduate ... .. Rs. 70—2—74 (2 years).
- Graduate teacher with S.T.C. or T. D. Rs. 74—4—114—E.B.—4—130—5—160 (20 years).
- Graduate teacher with B.T. degree. Rs. 80—5—130—E.B.—6—160—8—200 (20 years).”

—(Rec. 11.)

In formulating the above scales we are mainly guided by the basic assumptions of the Central Pay Commission regarding the probable index at which cost of living would settle down after the present abnormal rise in prices of essential commodities declines and finds a stable level. The Central Pay Commission observe, (Report p. 13) “ It would be safe to recommend a scale of basic salaries fixed on the assumption that prices may stabilize at a level which will give a cost of living index somewhere between 160 to 175, taking the pre-war index to be 100.” For fixing the salary scales which we propose, we have assumed that the prices may stabilize at the index of 170 which is roughly a mean of 160 and 175.

From the data available to us, it appears that during the pre-war period the initial salary of a Matriculate teacher was between Rs. 25 to Rs. 30 and that of a graduate between Rs. 40 and Rs. 45 particularly in the mofussil, while the maximum to which Matriculate teacher could ordinarily rise was Rs. 60 to Rs. 70 and that which a graduate could hope to reach was Rs. 100 to Rs. 120. The scales proposed by us, viz. Rs. 56 to 120 for a trained matriculate and Rs. 80 to Rs. 200 for a trained graduate (B.T.) are approximately 170 per-cent. of the old pre-war scales referred to above. The maximum for the B.A., S.T.C. is kept at Rs. 160 in consideration of the fact that it is open to him to step up to the higher scale of a B.T. by obtaining that Degree. We feel that unless such a difference between the maxima of the two scales is maintained, a graduate teacher will not feel impelled to acquire the B.T. degree which really constitutes a sound training qualification.

We are not in favour of a number of pay scales operating in different parts of the Province. We have very fully explained in connection with our proposals for the division of the Province into four areas that the war conditions and the after-war situation have very considerably levelled up the Province and that it would be inadvisable to seek to carve the Province now into a multiplicity of economic units. Controls over essential commodities and their prices have wiped the distinction between urban and rural areas to a considerable degree. There would be some difference in respect of house rents and some uncontrolled commodities. If, however, a teacher in a rural area pays less house rent or

pays less for his milk, vegetables or fuel, he also has fewer sources of supplementary income. He has also to pay heavily for the higher education of his children in towns. He has no amenities to which he must have been accustomed and there is possibly no satisfactory medical service available to him. The management has, therefore, to compensate him for the lack of amenities and necessities of life by giving him an adequate remuneration. Even when normal economic conditions recur, the situation will not change to an appreciable extent. As we have already observed we would also like to see on broader grounds that an economic society, which we aspire after, is established throughout the Province. We would, therefore, like to see that young men of talent are attracted towards small towns and villages and are provided with favourable living conditions under which they can live and work. We would like them to buy their daily paper and to build up a small library of their own. Taking into consideration all these factors and the complications and administrative difficulties which may ensue, as a result of the multiplicity of pay scales, we have proposed uniform scales for the whole Province.

We do realise that due consideration will have to be given to living conditions and especially house rents prevailing in populous cities. We, however, propose to provide for them by a system of suitable local allowances.

#### *Explanatory Notes on the Pay Scales.*

A matriculate teacher without a training qualification (S.T.C. or T.D.) is proposed a scale of Rs. 50—3,2—56 (4 years' range). If he gets trained within four years, he will be promoted to the scale of Rs. 56—120. If, however, he fails to get the qualification within that period he will get no further promotions. Not only that, but the management may relieve him at once or may give him further time to try for his training. Such period of grace should ordinarily not exceed three years. If the teacher still fails to acquire the requisite qualification, he is liable to be removed straightway by the management unless under very special circumstances they find it necessary to retain him in service, provided such action receives approval of the Educational Department.

#### *The Intermediate Teacher.*

An Intermediate teacher without the training qualification will start on a pay of Rs. 56 in the scale of Rs. 56—2—62 (three years' range). If he gets a training qualification within that period, he will be promoted to the scale of Rs. 62—140. If he fails to be trained, his case will be regulated by the conditions already laid down in the case of an untrained matriculate.

#### *The Graduate Teacher.*

An "untrained" graduate teacher will start on a pay of Rs. 70 and he will get within two years Rs. 74 by annual increment of Rs. 2. He is expected to take S.T.C. or T.D. within that period and be placed in the scale of Rs. 74—100 assigned to a graduate with S.T.C. If he takes the B.T. degree at any stage of his career he should be promoted to the scale of Rs. 80—200 under the usual rules of promotion from one scale to another. A graduate teacher who has failed to acquire a training qualification within two years' time may be liable to be relieved, but the management may give him a period of grace for two years for acquiring the qualification. After this period of grace, his retention in service will be subject to the condition already laid down in the case of a matriculate who fails to acquire a training qualification within the period of grace.

Some accredited associations of teachers are of the opinion that if a teacher is to acquire a training qualification before he is made a permanent member of the profession, he should be given no increment whatsoever till he gets trained. The intention behind this suggestion is to supply the strongest inducement to the teacher to strive for a training qualification. At the beginning, he must be made conscious of the fact that he will have no place in the profession, if he fails to acquire training. While we appreciate the force of the suggestion, we cannot accept it in this extreme form. We believe that a teacher ought to be given some definite period of time for acquiring a training qualification and should be given due facilities to achieve that object. We have, therefore, provided a short period of time with a short time scale for untrained teachers and we hope that teachers would be given all facilities to get training and secure a permanent footing in the profession.

#### *Local Allowances to Teachers.*

We have not proposed separate scales for teachers in different areas. What we, however, propose to do is to give teachers in some areas an extra allowance to compensate for the higher cost of living. The Central Pay Commission recommends two kinds of allowances; a house rent allowance and a compensatory allowance. The Bombay Government is at present giving its servants only one kind of allowance called "Local allowance" and that is confined to Bombay and Island of Salsette only. The Central Pay Commission has provided for a wider area the house rent allowance, in varying rates, on a population basis; while the compensatory allowance is confined to the City of Bombay only in this Province. In the evidence that was placed before us, it was suggested that for the allowances to be given in respect of cost of living, the Province should be divided into three areas, the fourth one being the basic area where no such allowance would be necessary. There was a general agreement that the Cities of Bombay, Ahmedabad, Surat, Poona and Sholapur stood apart from other places so far as high cost of living was concerned. Many witnesses, however, pressed the claims of other towns also to be included in this group. As we are not in a position to appraise the relative cost of living in the various towns of the Province we refrain from making any recommendation in that behalf. Government, we are sure, will take up this question, when they revise the pay scales of their own servants. If after enquiry Government think it necessary to give local or other allowances to their servants in other localities we suggest that they may allow similar concession to the teachers serving in private schools in those areas. At present, however, we recommend that the City of Bombay and four other cities in the Province, viz., Ahmedabad, Surat, Poona and Sholapur should be treated as distinctly costlier areas and secondary teachers in those cities should be given due compensation. In this connection, we would like to follow the present practice of the Bombay Government of giving "local allowance" on a prescribed slab system on pays actually drawn. Making a slight variation in the present scale for Bombay "we propose the following scale of local allowance for the City of Bombay and Suburbs:

Pay range from	Rs.
50 to 80 p.m.     ...     ...     ...	20
81 to 140     ,,     ...     ...     ...	25
141 to 200     ,,     ...     ...     ...	30
201 to 300     ,,     ...     ...     ...	35
301 and over,,     ...     ...     ...	40"



So far as Ahmedabad, Surat, Poona and Sholapur are concerned, Government at present do not give any local allowance to their servants. We, however, feel that these cities also deserve special consideration and "we recommend that secondary teachers in private schools in these four cities should be paid local allowance at the following rates which are, for each range of pay, Rs. 10 less than in Bombay. They will thus be as follows :—

Pay range from	Rs.
50 to 80 per mensem ... ..	10
81 to 140 " " ... ..	15
141 to 200 " " ... ..	20
201 to 300 " " ... ..	25
301 and over ... ..	30 "

(Rec. 12.)

The scales of local allowances prescribed by Government for their servants in the Island of Sakette are at half the rates of allowance in the Island and City of Bombay. We are of opinion that they should be revised and brought to the level of the Bombay City scales, as the conditions of living in this area are now in no way different from those in the City of Bombay. We, therefore, recommend that the rates of local allowance applicable to the City and Island of Bombay should be made applicable to the suburbs of Bombay as well.

#### *Pay Scales for Special Teachers.*

The pay scales proposed by us are intended for teachers who teach the ordinary academic subjects of the secondary school curriculum. A Secondary school, however, requires the services of teachers who teach subjects which an ordinary teacher is not expected to teach, such as Drawing, Music, Needlework, etc. Such teachers may or may not possess academic qualifications. But they possess recognised qualifications for the subjects which they are required to teach in secondary schools. "We recommend the allocation of such 'special' teachers to the respective scales mentioned against them in the following statement. The scales are already given in detail at another place.

A teacher of Drawing holding Matric S.T.C. scale:  
Drawing Teacher's Certificate.

A teacher of Drawing holding Intermediate S.T.C. scale:  
Master's Certificate.

A teacher of Drawing holding B.A. S.T.C. scale.  
Art Master's Certificate.

Physical Instructor with approved Matric S.T.C.  
qualifications.

Hindustani teacher with approved Matric S.T.C."  
qualifications.

(Rec. 13.)

It should be noted that these scales are to be given to only such special teachers as are full-time employees. Those who are employed part-time should be given remuneration proportionate to the hours of work assigned to them.

*Pay Scales for Art Teachers.*

“It is desirable that Art Education should have an important place in Secondary Education and Art Teachers, a definite and respectable status in public examinations of varying grades in Music, Needlework, Embroidery and other Fine Arts and should devise suitable pay scales for such teachers according to their graded qualifications. In the meantime, pay scales for individual Art teachers (except for Drawing) should be fixed on their individual merit, provided that no Art Teacher gets less than a Matriculate with S. T. C.” (Rec. 14.)

We have made the above recommendation for Art Education and Art teachers, as we feel that both have not found their proper place in our system of education. We do practically nothing to foster the sense of beauty in our school children. Fine Arts like painting, dancing, music, are generally conspicuous by their absence. Handicrafts, which would train pupils to use their hands and also produce beautiful things out of wood, leather and other material are equally lacking. In our opinion courses on these subjects and skills should form an integral part of our primary and secondary education.

It is difficult at present to propose appropriate scales of pay for teachers of Music and other arts. There are some associations conducting examinations in Indian Music, but many Music teachers, otherwise quite competent, do not go through their training at recognised institutions. They also do not take any examination in Music. It would, in our opinion, be necessary for the Education Department to frame courses of studies of varying grades in Music and conduct regular examinations. It would be then possible to propose regular pay scales for such teachers.

*Advance Increments for Higher Qualifications.*

“In order to encourage graduates with higher attainments to join the teaching profession and also to induce them to acquire higher academic qualifications while in service, we recommend that advance increments at the rates specified below should be given to such teachers in their scales.

Higher attainments.	Increments.
Second Class Honours in the first degree.	Rs. 4 for a graduate with or without S.T.C. and Rs. 5 for a graduate with B.T.
First Class Honours in the first degree.	Rs. 8 for a graduate with or without S.T.C. and Rs. 10 for a graduate with B.T.
Master's degree ... ..	Rs. 8 for a graduate with or without S.T.C. and Rs. 10 for a graduate with B.T.”

(Rec. 15.)

Though we have provided suitable advance increments for teachers of superior qualifications it is likely that some managements may employ persons with other and higher qualifications than those mentioned by us in order to introduce some special courses or even to raise the standard of work in their schools. Such efforts

should be welcomed and encouraged. It would not be possible for us to propose arrangements which would meet cases of all such diverse qualifications, Indian as well as foreign. We would suggest that the salaries of such teachers should be fixed in consultation with the Education Department, which should deal with such cases with sympathetic understanding.

*Equal Pay Scales for Men and Women Teachers.*

“We have proposed the same pay scales for men and women teachers, as we do not see any reason, educational or otherwise, to make a distinction.

In places, where it may be difficult to secure the services of women teachers, our proposal to allow managements to give advance increments to any teacher, man or woman, should meet the purpose.” (Rec. 16.)

There are two opposite views in respect of salaries to be given to men and women employees. The old view is for giving women less on the ground that unlike men they do not have to maintain families. This was possibly true in the past but no longer so now. Economic conditions have driven women to earn and contribute their share to the maintenance of the family. While some of them maintain their aged parents and younger brothers and sisters, others co-operate with their husbands in maintaining a decent standard of family life. On economic grounds, therefore, it would not be advisable to treat women teachers differently and pay them less.

On the other hand, there is no necessity to give higher grades to women teachers. In cities like Bombay and Poona, it is not difficult to get women teachers. In places where women teachers are not readily available, our proposal of advance increments should meet the difficulty. In any way there seems no reason to deviate from one of the fundamental rights sanctioned by the Constituent Assembly, viz. equal wages for equal work for both sexes.

*Crossing the Efficiency Bar.*

The system of time scales of pay has its own advantages as well as disadvantages. While it provides a sense of security and confidence in service conditions, it may also create an attitude of complaisance and lethargy. There is no incentive for active and sustained interest in work. A provision of efficiency bars at suitable stages in the scale helps to keep up such interest and calls forth active efforts. We have, therefore, thought it desirable to introduce such bars in the proposed scales. It was argued that the managements may take advantage of these bars to stop the further increments of teachers and save money on that account. While a few managements are likely to misuse the efficiency bar, most of them will, we hope, use the bar in the right spirit. We do not, moreover, propose to leave the question entirely in the hands of the managements. “We propose that the decision to allow a teacher to cross the bar should be taken jointly by the managements and the Educational Inspector or his representative.” We expect the Inspector to watch the work of the teacher who is due to cross the bar with great care, discuss his case very fully with the headmaster and/or the management, go through his previous record and then come to a decision in collaboration with the management. Where both the parties agree, there would be no occasion to suspect any wrong. “If, however, there is disagreement between the two, the case should go to the Director of Public Instruction whose decision shall be final.” This procedure will, in our opinion, be adequate to prevent any injustice being done to the teacher.

“We suggest that when the management and the Inspector decide not to allow a teacher to cross the efficiency bar in a particular year, they should give their reasons in writing to the teacher, in order that he should know definitely why the decision was adverse to him and make efforts to show improvement.”

“We also suggest that the teacher should be allowed to cross the bar in any subsequent year in which he shows improvement.” (Rec. 17.)

We hope and trust that the very existence of a bar will serve to provide incentive for good work and that the cases of those who may not be able to pass the hurdles will be few and far between.

#### *Heads of Schools, their Appointments, Scales and Duty Allowances.*

The standard of work in a school depends upon a number of factors of varying importance—staff, building, equipment and the Head Master. In our opinion, the Head Master is the most important factor on whom the success of a school mainly depends. It is his duty to plan the work of the school as a whole, allot the various school duties to his assistants according to their abilities and aptitudes, form them into a team and direct and supervise their work. He must be a man of vision and imagination and must possess organising ability in no small degree. He must be tactful yet firm and must inspire confidence and respect both among the teachers as well as the pupils. “It is quite essential that the posts of Heads of schools should be filled with the utmost care and consideration. We consider it as very essential that the Education Department should have an effective voice in these appointments and we suggest that no such appointments should be made by the managements except with the previous approval of the Department.” (Rec. 18.) The management should invite applications, make their selection and send their proposals to the Department with the necessary information regarding the age, the qualifications and the previous experience of the candidate or candidates selected by them. They should make the appointment after obtaining the previous approval of the Department. In most of the cases this approval will evidently be only a formal procedure and the Department will approve of the choice made by the management, if they are satisfied that the best available person for the post is selected. This suggestion of obtaining previous approval of the Department will, without in any way encroaching on the initiative and freedom of the management, serve as a much-needed check and will, it is hoped, ensure the appointments of Head Masters only on educational considerations. The reference to the Education Department will also strengthen the hands of the Managements and enable them to withstand local pressure. It is essential that the Department should communicate its decision to the management within a month.

In the larger interest of the school the Head Master must be given a substantial salary in order that he may devote undivided attention to his duties and maintain his position with due dignity befitting his office. This is all the more necessary in view of the fact that he is denied, by force of tradition and prestige, the advantage of any extra earning by way of tuitions, etc., which is open to the other members of the staff.

While some managements give an independent scale to their Head Masters, others give them an extra duty allowance over their pay scales as teachers. In schools which follow the life-membership system, a life member gets a fixed pay whether he works as a teacher or a Head Master and in some cases the post goes by rotation.

We have no desire to comment on these methods or assess their relative merits. There are well established traditions behind these practices and we suggest that they may not be disturbed.

It would, therefore, be necessary to recognise and provide for both the systems, viz., an independent scale and a duty allowance.

Let us first take the Middle schools. These schools teach up to the 5th standard. They are either too small to develop into high schools or are in the process of such a development.

"We do not recommend an independent pay scale for the head master of a Middle school." If it is an incomplete school and in the process of developing into a high school, it should, in our opinion, adopt an independent pay scale for the head master only when it stabilises and settles down to work as a full-fledged high school. If it is a small school not in a position to develop further, it would not be possible for it to give an independent scale to its head master.

"We, therefore, suggest that Heads of Middle Schools may be given a fixed duty allowance ranging from Rs. 20 to Rs. 35 over their pay scales as teachers, according to the size of the school, the qualifications and experience of the Head and the financial condition of the management, with the previous approval of the Education Department." (Rec. 19).

"We do not propose to suggest detailed incremental scales for the Heads of High Schools. The following four broad scales are suggested. Managements may be allowed, with the sanction of the Education Department, to adopt any of them with due consideration for the size of the schools, their financial conditions, the qualifications and experience of the candidates and the type of work which the managements aim at."

"Managements, which prefer to give a special Duty Allowance to the Head on the prescribed pay scales for teachers instead of an independent scale, should be allowed to do so:—

				Scales.	Duty allowance.
				Rs.	Rs.
Class	IV	...	...	150—250	30—50
Class	III	...	...	200—300	50—100
Class	II	...	...	250—400	75—125
Class	I	...	...	350—500	125—200

Heads of schools should also be given a local allowance for higher cost of living as follows:—

Range of pay inclusive of Duty allowance.				Bombay and	Ahmedabad, Poona.
				Suburbs.	Surat and Sholapur.
Rs.				Rs.	Rs.
150—200	...	...	...	30	20
200—300	...	...	...	35	25
300 and over	...	...	...	40	30."

(Rec. 20).

*Provision of Two Joint Heads.*

“Managements of some large-sized schools follow the practice of employing two Heads with varying designations.” In some schools the senior Head is called the Principal or the Superintendent and the junior Officer is called Head Master. In some cases where the Heads are Life Members of equal status or Joint Proprietors, both are called Joint Principals. Different duties are assigned to the two officers. In some cases one looks after the internal management of the school and the other does secretarial and out-door work. In some other cases both look after different sections of the school.

“This practice is, in our opinion, educationally sound and need not be changed.” It must, however, be seen that the school is sufficiently large-sized to justify two Heads. There are, however, cases of Proprietors of schools working as Principals, with another person functioning as the Head Master. If the Proprietor is properly qualified to act as the Head of the school there is no objection to this double arrangement provided the size of the school warrants it. But in cases where the Proprietor is not so qualified, he should be asked to appoint duly qualified persons to work as Heads of his school.

“We suggest that the senior Head should be given the scale or the duty allowance which would be reasonable for the size and the type of the school and the junior Head a lower scale or duty allowance out of the four classes proposed by us, with the previous approval of the Department.” (Rec. 21).

*Allowances for Supervisors.*

In a small school it is possible for the Head Master to do a fair amount of teaching and also direct and supervise the work of his assistants without much difficulty. “We believe that in a secondary school with 10 or less than 10 classes the Head Master will not require any help for supervision.” He can also attend to his administrative duties. This does not, of course, preclude his allotting different duties to his assistants.

“In the case of schools with more than 10 classes, the management should be allowed to have one or more but not exceeding four supervisory posts below the Headmaster, with allowances ranging from Rs. 20 to Rs. 50 per mensem, with the previous approval of the Education Department. All these supervisors must do a fair amount of teaching work and should be duly qualified to discharge supervising duties.” (Rec. 22).

No hard and fast rule can be laid down in respect of the number of supervisors. It would depend upon the size of the school and should, in our opinion, be fixed in consultation with the Educational Inspector. It would be necessary for the Department to bring to the notice of the managements of large-sized schools the urgency of making due provision of such supervising posts. So far as we know many managements have not as yet realized the necessity of such posts and think that the Head Master should be able to do all supervision work by himself. While the Head Master must continue to do general supervision and direct and check the work of the supervisors under him, it is impossible for him to do all supervision by himself in the case of large-sized schools.

Suggestions are some times made that large-sized schools should be split up into two or three smaller independent schools, with separate Head Masters.

If any such schools are located in separate buildings at considerable distance from one another, the suggestion is good and should be carried out. But if the whole school meets in one building or in sets of buildings near one another, no such splitting seems necessary to us. The problem of proper supervision and discipline will be better solved by appointing, if necessary, two Heads to be in charge of different sections of the school and a number of specially selected supervisors from among senior and competent teachers.

#### *Clerical Staff.*

Every secondary school, big or small, requires clerical assistance. In small schools, the clerical work is entrusted to a teacher or teachers with or without allowances. In large schools one or more clerks are appointed to look after the clerical work. We are of opinion that it is more desirable to have independent clerical post or posts in large-sized secondary schools than to burden a teacher with clerical work with or without allowance. In a small school, whether Middle or High, appointment of a separate clerk will entail unnecessarily heavy burden of expenses. In such schools it should be permissible to get the work done by a teacher who may either be relieved from a part of his daily teaching work so that he can attend to the clerical work conveniently or if he cannot be so spared, he should be paid a small allowance of rupees 10 to 20 a month. If he is given an allowance for the clerical work, he should be expected to attend to his clerical duties during vacations also, to the extent to which it may be found necessary to do. In high schools of more than 10 divisions, it would be necessary to have one or more clerks. The actual number of clerks to be employed should be fixed in consultation with the Educational Inspector.

Regarding the emoluments of full-time clerks, we recommend that if a clerk is a matriculate and is also able to do typing work, he should be given the scale of a matriculate, S.T.C. teacher. It is, however, open to the schools, according to their needs, to employ persons of lesser or higher qualifications as clerks and give them suitable scales which should be got sanctioned by the Educational Department.

#### *Exemption and Deviation from the operation of the pay scales.*

The pay scales proposed by us are, in our opinion, reasonable and practicable. Most of the schools should be able to adopt them with suitable grant-in-aid from Government. However we do realise that in great many schools the scales given to teachers at present differ in some way or the other from the proposed scales. So far as we could ascertain, in many schools neither the minima nor the maxima reach the amounts proposed by us. The reasons are obvious. These scales were, in most cases, prepared in pre-war times with due consideration for the living conditions prevailing in those days. Some schools have adopted new scales in recent years or revised old ones. But not knowing the extent to which Government would come to their help and being accustomed to a Government grant of about 20 per cent. on approved expenditure, it was not possible for them to go to the length to which they would or should have gone to meet the living conditions of the present times. We are confident, therefore, that a great many schools will readily accept the scales proposed by us, if Government would promise a higher percentage grant and also agree to help them to meet deficits on the lines suggested by us in another section.

However we must admit that some schools may not find it possible to introduce these scales even with a suitable help promised by Government. In backward areas and in small schools the income from fees is generally inadequate and in these days donations are not forthcoming to meet current expenses.

“We would, therefore, suggest that the middle schools teaching up to the 5th standard may be exempted from the operation of the proposed pay scales for a period of about three years, with the exception of those who may volunteer to adopt them earlier. The proposed fee rates should, however, be made applicable to them in order to enable them, in course of time, to adopt the pay scales also.” (Rec. 23).

“We would further suggest that cases of High Schools, which plead their inability to introduce the pay scales, should be examined carefully and the deserving cases should be given exemption, under very special circumstances, for a limited period of, say, three years.” (Rec. 24).

The pay scales proposed by us are within the general frame work of the grant-in-aid system. We know that some schools catering for the well-to-do give better scales to their teachers. Such schools are not many but their cases must be duly considered.

“We recommend that if such schools or other types of schools do not seek Government grant they should be allowed to adopt their own pay scales and fee rates with the approval of the Education Department.” (Rec. 25).

We desire that schools which can afford, should remain outside the Grant-in-aid system, retain their freedom, experiment on different lines, develop and show the way to others. We do realise, however, that not many schools can afford to do without Government help and some of them have adopted or may adopt scales of pay better than those proposed by us. We would very much like them to retain their scales and we would also like those schools to pay more to their teachers and get special work from them.

“We recommend that there should be no objection to managements of schools giving higher scales of pay, provided the extra expenditure thus incurred is treated as inadmissible for a Government grant.” (Rec. 24). It is but equitable that schools, which propose to pay more than the standard scales, should do so out of their fee receipts and other sources and not draw upon the tax payer's money. We are anxious to see that the funds at the disposal of Government for a grant-in-aid to schools should be made available primarily to the poorer schools to bring these salaries of their teachers to the level of the proposed scales rather than that they should be utilised to support the higher scales of the richer schools, at least at the initial stage.

In some schools it is difficult to get teachers. Women graduates, who are found willing to accept any lower salary in Bombay or Poona, will not go to a mofussil school unless they are given a higher start. Science graduates also demand a high start, as their supply is rather limited. Mofussil schools find it difficult to get teachers with other special qualifications unless they are given special term.

“We, therefore, suggest that though managements may not be ordinarily allowed to deviate from the prescribed scales of pay, there should be no objection on the part of the Education Department to managements giving advance increments ordinarily up to four at the start to teachers in places and areas where it may be difficult to secure teachers with proper qualifications on the prescribed initial salaries.” (Rec. 26).



*Fixing Existing Employees in the Proposed Scales or Readjustment of their salaries.*

Readjustment of salaries of existing employees in the new scales is a thorny question. Whatever the manner or method in which these adjustments are made it can hardly bring complete satisfaction to any of the parties concerned. As the Central Pay Commission observes, on this point (Report page 45), any solution that may be proposed on this question is bound to be arbitrary, and liable to be challenged on grounds of equity and fairness by many whose interests may not be safeguarded.

The scales of salaries prevailing at present in the secondary schools of this Province are not uniform. Schools have been given freedom to adopt their own scales and no attempt has hitherto been made to standardise the scales in any way. Some scales may be very low ; some may be fairly satisfactory. When there is one old scale for all, as in most other services, it is easy to make suggestions with a fair amount of equity to fix existing employees in the new scale. But the great multiplicity of the existing scales in the secondary schools in this Province, renders it impossible for us to correctly appraise the effects of our proposals for readjustment of salaries in the new scales. We have given utmost consideration to this question and have recommended a method of readjustment of salaries which, we consider, is the best that we can suggest under the circumstances.

We are sensible of the fact that, as it happens elsewhere, in the case of teachers also, a new scale is always beneficial to the new entrants or to those who have entered the service lately. It is never possible to compensate fully servants of long standing, particularly those who might have been serving on meagre salaries with or without any incremental scale. In our opinion, the pay they derived during this period was either adequate for the times or their submission to these scales was the result of the circumstances then prevailing in the teaching profession. To try to compensate them fully for the inequalities of the past is impossible, without inviting a situation which would be impracticable and which may lead to a financial crisis in secondary schools. We have not, however, altogether neglected the fact that pays and scales of a majority of teachers were low in the past and in our plan of readjustment of salaries a fair consideration for their past service is given.

We propose to give credit for the past service of a teacher up to a limit of 15 years, antecedent to the date of the introduction of the new scale. As the initial salary and the incremental amount of the new scales proposed by us are much higher than those paid to the teachers during the past fifteen years, we think that it will go a long way to meet the requirements of the situation, if we put a ceiling limit of five increments towards the readjustment of salaries. This will roughly work out at one increment for three completed years of service.

“ We suggest the following procedure for fixing the salaries of teachers in the proposed scales :

1. Service in schools which are on the recognised list on the day on which the revised scales come into force should be counted for the purpose of re-fixation of pay. The onus of giving satisfaction regarding the period of service to the management shall lie on the teacher concerned.

2. Teachers who have put in a service of fifteen years or more in schools which are on the recognised list on the day on which these scales come into force should be deemed to have obtained the S.T.C. and they should be placed in the S.T.C. scale from the date on which they complete 15 years' service. Service prior to such date shall be treated as untrained.

3. A teacher should be brought up to the minimum of the new scale due to him, in case his present salary is less.

4. Credit for service up to 15 years immediately preceding the date of the adoption of the new scales, should be given in such a way that a teacher may get one increment for every completed service of three years. For 'trained' and 'untrained' parts of service during this maximum period of 15 years to be credited for, increments should be calculated as shown in the following table:—

	Untrained.	S. T. C. or T. D.	B. T.
	Rs.	Rs.	Rs.
Matric ..	.. 1½ per year	.. Rs. 2 per annum for the first 12 years and then Rs. 4 per annum.	
'Intermediate'	.. 2 per year	.. Rs. 3 per annum for the first 10 years and Rs. 4 per annum for the remaining.	
Graduate ..	.. 2 per year	.. Rs. 4 per year	.. Rs. 5 per year.

The total amount of increments thus worked out according to the table given above should be divided by three. The resultant (excluding fractions) will represent the amount to be added by way of adjustment to the present pay or the minimum of the new scale, whichever is greater, provided that salary so refixed shall not exceed the salary which the teacher would have obtained if his entire service had been in the new scale or scales.

5. If the pay so refixed does not fit in the new graded scale, the necessary addition should be made to bring the teacher up to the next higher stage of the scale.

6. If a teacher is in receipt of a salary which is higher than the maximum permissible under the proviso in (4) above, the excess may be adjusted by merging it in the increments due in subsequent years and or in 'local allowance' if any, provided that the maximum salary admissible for grant is restricted to the maximum of the scale applicable to the teachers." (Rec. 27).

"Though the proposed scales will be higher than most of the scales in operation in the Province, it is likely that a few managements may be giving more favourable pay scales to their teachers. The revised pay of such teachers together with the local allowances due to them may, perhaps, in some cases, fall short of the actual pay they are receiving to-day. Such cases will have to be carefully examined while fixing the pays of teachers in the new scales." (Rec. 28).

#### *Nominal Salaries.*

It is well known that secondary and higher education, especially in some parts of this Province, owes its present development to the spirit of self-sacrifice of life Members or Workers of different educational societies and institutions. In these institutions, the life Members or the Workers bear the responsibility of building up

the institutions and of maintaining them at a fairly high level of efficiency, cheerfully accepting salaries which may be lower than what would be due to them according to their qualifications and the importance of their work.

In the institutions conducted by Roman Catholics Educational Associations, we understand that priests who are also teachers in such institutions show similar devotion to the cause of education and are under a vow of poverty.

We feel that the spirit animating both these types of workers is commendable and deserves to be fostered and encouraged.

The services rendered by these workers to the cause of education should, in the fitness of things, be adequately evaluated and the benefit resulting from the share of Government grant due on their proper salaries should go to the Institution to which they belong.

“ It is, therefore, suggested that such teachers may be allowed for purposes of grant what are called ‘ Nominal Salaries ’, according to their qualifications and worth, and a part or whole of these, they may be allowed to be returned to their managements, provided Government are satisfied that such cases are genuine and involve no element of force.” (Rac. 29).

## CHAPTER II.

## SCHOOL FEES.

The question of High School fees appears to have been agitating the minds of many during the last few years. This is mainly due to the fact that the managements of most schools have found it necessary to raise the fees more than once during the last few years to meet the rise in expenditure caused by the payment of enhanced salaries and dearness allowance to teachers. While we appreciate the difficulty of the parents, particularly those of the middle and lower classes, who find it a matter of considerable hardship to pay the enhanced fees, we would point out that a certain rise in fee scales was inevitable in the circumstances and has to be accepted as a part of the general rise in the cost of living. It is not for us to enter here into the question whether or not the increase in fees in the case of individual schools is justified by or proportionate to the increase in emoluments granted to the teachers. We appreciate the force of the argument that education is one of the prime needs of a civilized man and that, therefore, the cost of education must on no account be allowed to soar beyond the reach of the common man and that Government must take effective steps to control the cost of education, if necessary, by providing larger subsidies. We have gone into this question at some length in our general remarks on the system of grant-in-aid.

The fact that of the 1,100 Secondary schools in this Province, only 25 are directly conducted by Government will show that the history of Secondary Education in this Province is the history of private schools most of which are run on what the late Mr. M. R. Paranjpe aptly called the "Chiplunkar Plan". The system of Life-Members who volunteered to serve a school for a fixed period on a self-sacrificing basis was the core of this Plan.

The aim of this Plan was to *cheapen* Secondary Education and bring it within the reach of the poor. As the teachers accepted low salaries, the fees could be kept lower. Under these conditions there was a fairly rapid expansion of Secondary Education. Times have, however, changed. Teachers who voluntarily take less than what is due to them are now very few. The great majority of them naturally demand their dues and they must be paid. The income of schools must be augmented if the teachers are to be paid well. There is not much possibility now of philanthropic associations or individuals coming forward to meet current expenses of schools, though there is still a fair response from such quarters towards the construction and expansion of school buildings. The only two sources which will have to meet the growing cost of schools, to-day, are (1) Fees and (2) Government grant.

It is argued by some that fees in secondary schools should not be increased. There are others, including some teachers, who advocate that they should be lowered. It is contended that the abnormal rise in the cost of living has already taxed the paying capacity of the average guardian to the utmost and that it would be unfair to expect him to bear the additional burden, if fees in secondary schools are raised. As long as Secondary Education is looked upon as a benefit available to only a limited number of children, there is an undoubted case for the claim that parents should contribute towards its provision to a reasonable extent.

There are some who would like to throw the whole burden of the increased expenditure on teachers' salaries on Government and relieve the guardians of their share. They argue that Government get their revenue from the people *i.e.*, the guardians; let Government spend for additional expenditure on teachers' salaries. They further argue that Secondary education is as essential a service to the nation

as Primary Education and, therefore, it must also be the prime responsibility of Government which represents the people. The fact, however, is that under present conditions Secondary Education is, as stated above, a limited voluntary service. If first things have to receive first attention, no one can find fault with a Government which has declared its intention of spreading the light of Primary Education amongst the masses in the shortest possible time. To make primary education universal, free and compulsory, Government have already pledged themselves to spend vast sums annually within a few years from now. It is not fair, therefore, to expect Government *at this stage* to assume larger responsibilities of expenditure on secondary education as well. Government must be given breathing time to meet fully the financial responsibility for free and compulsory primary education. When that responsibility is fully met, it will be in the fitness of things to expect Government to assume a much larger share of expenditure on secondary education.

If we look into the history of the growth of secondary education in the advanced countries of the world, we shall find that until and unless universal, free and compulsory primary education is fully established in the country, expenditure on secondary education is shared by Government only to a limited extent. In England, for instance, the programme of compulsory primary education was ushered in 1870 and till 1902 when that programme was completely implemented, the Government of England did not materially contribute to the expenditure on secondary education. A time is bound to come, sooner or later, when a part or whole of the secondary education will come under compulsion and then it will be partly or wholly free. The burden on the guardians in the form of fees will then obviously be far less than at present. But so long as secondary education remains a voluntary service, it will not be unfair to ask those who seek the benefit to cheerfully bear their share by paying enhanced fees.

While we expect the guardian to pay his reasonable share of the enhanced cost of secondary education, we are, under our proposals, throwing a considerably higher financial responsibility on the State. A perusal of our proposals in respect of grant-in-aid will show that in addition to higher percentage of grant, we are advising Government to meet deficits in school budgets in a substantial measure.

Of the four 'educational' areas in which we have divided the Province, we retain three for purposes of standard fee rates. We do not propose to make any differentiation between the municipal towns and the rural areas, as the fee rates prevailing there at present are more or less equal. As the capacity to pay fees of an *average* guardian varies according to the area in which the school is situated, "we propose the following *minimum* scales of tuition fees for the three areas.—

	Lowest Class. Highest Class.	
	Rs.	Rs.
(1) Bombay City and Suburbs	5	8
(2) Ahmedabad, Poona, Surat and Sholapur	4	7
(3) Municipal towns (other than those mentioned above and rural areas.	3	6
		(Ret. 30)

We consulted managers and heads of schools in different parts of the Province in respect of the proposed fee scales. We are glad to note that there is a general agreement about them. Most of the schools in Bombay have raised their fees in recent years and they now approximate to our rates. In some cases the rates are higher than those proposed by us. Our rates are, however, minima and it would be

advisable that schools in Bombay and other places, which charge higher rates, should retain them as the managements will have to meet the additional expenditure of the proposed pay scales and allowances.

In the second (B) area also a great many schools have raised their fees which are very near our rates. In the third (C and D) area our rates would be higher than the prevailing rates in many cases, but the heads of schools from this area whom we consulted generally agreed that our rates were reasonable and would be necessary to meet the additional cost.

We consider it necessary to emphasise that the scales proposed by us are the bare minima. In our opinion it is necessary to lay down the minimum fee rates for the following reasons :

(a) to eliminate the possibility of unfair and unhealthy competition amongst schools in the same area.

(b) to limit the liability of Government for grant-in-aid, by making the schools responsible for raising a fixed part of the cost of running the school.

We have laid down the minimum fee for the lowest class and the highest class (Standards I and VII of an A. V. School) ; the actual rates to be prescribed for each of the intermediate classes (Standards II to VI) is left to the discretion of the management of each school.

We have not fixed any maximum limit to the rates, but have expressed a view elsewhere that schools which charge fees in excess of  $1\frac{1}{2}$  times the above rates, should be considered as falling outside the scope of Government grant-in-aid system. We think some schools, at any rate in cities like Bombay and Ahmedabad, will have to charge higher rates of fees than the minima proposed by us. But so long as the fees are within the limit of  $1\frac{1}{2}$  times the minimum rate prescribed, there should be no objection to the school being considered as normally fit for receiving Government grant.

“ We suggest that schools which may be charging fees at higher rates should not ordinarily bring them down and those which can charge higher rates should do so in order to be able to give their teachers the prescribed pay scales, employ better qualified teachers, provide modern equipment and generally maintain a high standard of work.” (Rec. 30).

Schools which are founded with charitable object and are well-endowed for that purpose, may provide free or partially free education to their pupils. Schools of this type would be in a position to do without State help. If, however, any of them want a Government grant, due consideration should be given for the loss of the fee income beyond the permissible limit of 15 per cent. which they have voluntarily imposed on them, while calculating the grants due to them. Such schools should note that in being liberal to pupils, they must on no account neglect the interests of their teachers or fail to make due provision for essential educational services.

We are definitely opposed to the practice obtaining in certain schools at present of charging separate fees for separate items. We understand that in some cases the practice is carried to the extreme of charging a separate fee for drinking water, on the ground that the school is required to incur extra expenditure for making the necessary arrangements. The minimum fee scales proposed by us or any fees that a school may choose to charge in excess of these scales should, in our opinion, be in the form of a single consolidated fee for school tuition and the other essential services.

It is educationally not desirable to encourage a practice that may indirectly have the effect of segregating or differentiating between subject and subject. We are not particularly impressed by the argument that parents prefer to pay separate fees for separate items or that they are better reconciled to the payment of fees if they know precisely how the charge is distributed over various items.

“ Schools should not, in future, be allowed to charge extra fees for drawing, physical education, supply of water, library, etc., which are normal items of school expenditure. They should, however, be allowed to charge per term a consolidated term fee *upto* an amount equal to the monthly tuition fee charged in the lowest class in the school, for expenses on incidental and extra items such as medical inspection, visual instruction, school magazine, examination expenses, travelling expenses of teachers accompanying school children on excursions, contributions to educational or athletic or sports associations, school functions and festivals, inter-class or inter-school tournaments and such other items.”

“ The amount of this term fee should be placed at the disposal of the Head of the school. This term fee should not be merged in the tuition fee. A separate account of the receipts and expenditure should be maintained and the surplus, if any, should be carried over to the next year.”

“ It should, however, be seen that managements do not go on accumulating the term fees and laying by substantial surpluses. They should not be allowed to charge more on this account than what they propose to spend in a year”. (Rec. 31).

The fee rates prescribed above are the minima, which secondary schools providing for the teaching of the usual curricular subjects are expected to charge. It is, however, likely that some schools may have introduced or are likely to introduce hereafter technical or vocational ‘sides’, which involve no small additional expenditure. “ We recommend that schools may charge extra tuition fees for technical, vocational or other practical courses or subjects, if introduced by them, with the previous permission of the Department.” (Rec. 32).

We have been asked, in our terms of reference, whether preferential treatment should be given to secondary schools in rural or backward areas or in mill areas in industrial towns. The fee rates proposed by us for schools in rural or backward areas are generally within the reach of the average guardian. Our proposal for 5 per cent. free places to be provided by Government would particularly benefit the pupils in rural and backward areas. As regards secondary schools in mill areas in industrial towns, we feel that the special treatment to be given in this connection should be in the form of special fee concessions to students coming from the working classes employed in mills or factories in industrial towns. We find that schools in such areas do not cater exclusively to the educational needs of working classes only ; for such areas are generally inhabited by a mixed population representing various strata of the community. The students attending such schools, therefore, cannot be said to be exclusively belonging to the working classes who require preferential treatment. “ We, therefore, recommend that in the case of schools located in industrial areas and attended largely by children of the working classes, it should be permissible to the managements to charge 25 per cent. less than prescribed rates of tuition fees to such children as are found to be in need of such concession and Government should give the managements special fee grants to make up for the loss.” (Rec. 33).

In making this recommendation, however, we must emphasise that the guiding test in awarding this concession should be the *total* earning of the family from which the student comes and not merely the fact that he comes from a working class family.

A suggestion was made to us, in the course of our enquiry, that the present rule in the Grant-in-aid Code making 15 per cent. freestudentships permissive, should be replaced by a rule making it obligatory on the managements to provide certain minimum percentage of freestudentships, keeping the upper limit of 15 per cent. permissive as it is. We have carefully considered this suggestion and have come to the conclusion that in view of the increase in the financial burden of the schools, consequent on the introduction of the proposed pay-scales, it will be inadvisable at *this stage*, to *compel* schools to forego a certain percentage of their fee-income, which, we think, will be absolutely indispensable to balance their budgets. After a few years, Government will be able to ascertain whether such a burden can be endured by schools and it will, therefore, be proper to take up this question of the enforcement of a compulsory minimum percentage of freestudentships at that later stage.

"We, therefore, recommend that schools should be allowed, as at present, to give freestudentships up to 15 per cent. and may be allowed to increase this percentage with the previous approval of the Educational Department." (Rec. 34).

"It does not seem necessary that freestudentships should be awarded at full or half rates as is usually done at present. A more equitable method, which is lately being followed in England, would be to distribute the amounts at varying rates over a larger number of pupils according to the capacity of the guardians to pay for the tuition of their wards." (Rec. 35).

Although we have recommended the retention of the rule in the Grant-in-aid Code, allowing the managements to give freestudentships up to 15 per cent. of the total number of pupils on the roll, we are conscious that a number of managements may not be in a position to continue the percentage of freestudentships which they are giving today, on account of the additional expenditure on teachers' salaries. It is, therefore, likely that the percentage may be reduced by some schools. It is, however, essential that no poor student of ability should be denied the benefit of secondary education because of the inability of his parent to pay the fees. "It seems essential to us that Government should undertake responsibility of providing free places to poor but deserving pupils in secondary schools up to 5 per cent. of the total pupils under instruction in the recognised secondary schools of the Province." (Rec. 36).

We conceive a possibility of some schools patronised by well-to-do section of guardians not requiring this assistance from Government, while some schools attended by pupils of poorer communities, may require a larger percentage of such free places. Whatever the variation of the percentage of such free places from school to school, the total cost which Government may have to bear in consequence of this recommendation, will be limited to the amount of fees of 5 per cent. of the total number of children under instruction. If Government find this suggestion acceptable, it would be necessary for Government to lay down specific rules governing the award of these freestudentships for the guidance of the managements so that the benefit of this concession may be made available to really deserving cases. Government will be required to pay to the school a grant equivalent to the amount represented by the fee-bill of such free-places.



## CHAPTER III.

## GRANT-IN-AID.

*Origin and Character of Grant-in-aid.*

The system of Grant-in-aid for education was first introduced in this Province and in India by the Board of Education of the Bombay Presidency in 1852. The Board had a recurring allotment of less than 2 lakhs, which they found inadequate for the growing demands of Education and therefore they introduced the 'Partially self-supporting System' as it was called, with the idea of subsidising private effort and spreading their financial assistance over as wide an area as possible. The Despatch of the Court of Directors of September, 1854, adopted the principle of Grant-in-aid as the basis of the educational system. Though it was recognised even by the Authors of the Despatch that the Grant-in-aid system was not a perfect instrument for the spread of Education in India, the introduction of the scheme was in keeping with the general principle accepted not only in India but also in other educationally advanced countries, that the State had no further obligation in the matter of providing education than by rendering assistance to private effort and that it was the duty of the parents, in the first instance, to provide education for their children, the duty of the State being merely to give aid where needed towards the provision of such education and its rights, in view of the aid which it gives, being to exercise some control and supervision over the education provided. In the Resolution of the Government of India appointing Education Commission of 1882, for instance, it is expressly stated "It is no doubt right that persons in good circumstances should pay the full cost of their children's education or, at any rate, that no part of this should fall upon state funds".

To-day the principle of educational finance has undergone considerable change, especially in democratic countries where under the compulsion of social forces, the State finds it difficult to divest itself of its primary duty to provide, so far as its means permit, education for its future citizens and to see that the education is good. This is also partly due to the growing realization of the importance of Education to the State as contrasted with its benefit to the individual.

We have given our most careful consideration to the question of Grant-in-aid to Secondary schools and we have also had the opportunity of discussing the present system of grant-in-aid with both officers of the Department whose duty it is to administer it and also the heads and managements of high schools from various parts of the Province. We have also examined carefully the system of grant-in-aid followed in some of the other Provinces, as well as the practice in educationally advanced countries in the West. We find that there is a considerable body of opinion in favour of making educational grant-in-aid proportionate to the approved expenditure of educational institutions.

*Percentage Grant on Approved Expenditure.*

The system of relating grant to expenditure is very sound in principle. The efficiency of a school by any objective test such as a well qualified staff, good buildings and play-ground, adequate library, laboratory and equipment etc., must depend largely on the money spent on the major heads of school expenditure. We are not impressed by the argument that the system encourages extravagance or that it has resulted in schools showing inflated expenditures for the purpose of earning larger grants. We are of opinion that the fact that grants are assessed only

on total *admitted* expenditure should work as an effective check on extravagance. In any case, it would not be difficult to devise more effective safeguards if these were needed.

Perhaps the greatest defect of the system of grant-in-aid as operated so long has been that it has attempted to relate grant to expenditure and to control expenditure to some extent without taking any cognisance of school income. Further the control of expenditure, such as it is, is purely negative. Expenditure on certain items is either not admitted for purpose of grant or is cut down to reduce grant. There has been no positive control of expenditure in the sense of directing adequate amounts of expenditure into educationally useful channels. As a result, it has been possible for certain schools by over-crowding classes and under-paying the staff to accumulate reserves, while maintaining just that degree of efficiency necessary for recognition. The system is also open to the serious criticism that it favours the rich school which is in a position to spend more and consequently to earn larger grants, at the cost of the poor school.

Apart from the defects mentioned above which are inherent in the system of Grant-in-aid as at present practised, the system has, in the actual operation during the last 25 years or so, suffered from very serious and crippling disadvantages. While in theory, the system has an appearance of 'a proportionate system' which in fact it is meant to be, in actual practice arbitrary amounts without any reference to the total expenditure on Secondary Education, but depending mainly on the financial resources of Government, have been made available to the Educational Department from year to year and the Department has been left to its own resources to find out how best to spread the inadequate butter on the Secondary Education bread. The upper limit of 33 per cent. mentioned in the grant-in-aid code has rarely been reached. Most of the schools have had to take their chance in the distribution of the dole which depended largely on the resources available with the Department, and have never had any degree of certainty or assurance as to the aid that may be forthcoming. As the budgeted provision for grant-in-aid for each successive year has never been anything like proportionate to the expansion of Secondary Education, new schools have only come in for token grants and the grants to the old schools have been reduced to spread the benefit of assistance to new schools. Whatever justification there might be for this procedure on the grounds of financial policy, it must not be overlooked that the question must be approached not only from the financial but also from educational point of view. The result of this administration of grant-in-aid has been most disastrous on the efficiency of Secondary schools. Certain schools have undoubtedly managed to make both the ends meet and even to lay by surpluses on occasions, but this has only been possible by either increasing the fees or decreasing the expenditure on teachers' salaries or both. The reduction in grants coincided with the economic depression when educated men were available in large numbers and the managements of schools took full advantage of the law of demand and supply to keep down the salary level, even resorting, in some cases, to the unwholesome practice of getting rid of the senior teachers and employing new recruits to keep down the salary bill.

We have indicated above some of the defects either inherent in the system of the Grant-in-aid or in its operation in this Province in the recent past. We believe that if some managements have committed irregularities, they were due more to the very inadequacy of the Government grants rather than to any defect in the system itself. If the Department failed to take note of the fee income, and gave grants on the basis of approved expenditure only, in most cases on account of inadequacy of grants the fee income went to meet current expenses without leaving any surpluses.

In a few cases where fee receipts led to surpluses, it was wisely assumed, though rarely explicitly stated, that surpluses upto a limit were justifiable and should go to build up the Reserve Fund. If the system of grants on approved expenditure did not provide for a positive impetus to incur expenditure in certain ways, that duty was left for the Inspecting Officer.

On the whole, therefore, a system of Grant-in-aid on approved expenditure appears to us to be the most satisfactory and equitable, and, in wise hands, it is calculated to encourage educational experiments and raise the quality of instruction.

#### *Other Methods of State Aid.*

Examination of the relative merits of a few other methods of State aid to education would show that a system of percentage grant on expenditure is easily the best.

#### *The Capitation Grant.*

Of the various methods of computing grants-in-aid, "the capitation system" appears to have enjoyed a certain degree of popularity and has been tried both in this country and abroad. It is one of the methods employed in this Province in the calculation of grants to Voluntary Primary Schools. We understand that it is also employed in assessing grants to Children's Homes, Leprosy Hospitals, Backward Class hostels and in financing the literacy scheme. Under this system grant is assessed at a fixed standard rate per pupil for the average number of pupils in regular attendance. It is claimed that the capitation system is the most scientific method of assessing grant-in-aid. It has undoubtedly the merit of simplicity in working and an appearance of fairness and equity in that the grant is made proportionate to the number of pupils receiving instruction or advantage of the particular service that is grant-aided. But the system is not as equitable as it appears at first sight. It takes no account of the differences in the per capital expenditure for instruction in different areas or the different types of schools in the same area, or the special difficulties of the small school. The cost of running a school does not actually vary in exact proportion to the number of pupils in attendance. The system, moreover, in applying a purely quantitative test, presupposes a certain uniform standard of quality of efficiency. It takes no account of salaries given to teachers, their qualifications, expenditure on equipment and educational devices etc. It is a system possibly useful for mass production of a standard pattern and not helpful at all in the sphere of Secondary education where expenditure on important items must be duly stressed and small schools with inadequate numbers must be given encouragement and help to fall in line with larger and better schools. When our Secondary school system is fairly well advanced and has reached a high standard of efficiency throughout the Province, this system of capitation grant could be suitably introduced with modifications.

#### *Block Grant.*

We also do not favour the system of block grants or fixed grants for particular fixed periods which has also been advocated. The merits claimed for this system are:—

(i) The system would remove the feeling of financial uncertainty created by annual fluctuations in grants.

(ii) The liability of Government is fixed in advance for a certain number of years.

(iii) It is administratively convenient in that school accounts need not be annually inspected.

In so far as the system does not take into account the progressive expenditure of the school consequent on the introduction of the time scales of pay, we do not think that this system would be very helpful. It may also give rise to certain abuses and administrative difficulties.

*Percentage Grants for different items of expenditure.*

Another system, which is in fact a slightly different and specialised form of a percentage grant on total approved expenditure, is the practice of giving percentage grants at different rates for different items of school expenditure. This specialised form of percentage grant system is undoubtedly an improvement on the more general system, which apparently takes no stock of relative expenditure on various items according to their importance.

The Board of Secondary Education of this Province has favoured this system when they recently recommended that the Grant-in-aid should be based partly on the expenditure on salaries of teachers. Some of those with whom we discussed this question suggested that there should be a higher percentage grant on teachers' salaries plus the school rents and a comparatively lower percentage grant on other items such as the library, physical education, equipment, etc. It was also suggested by some that in order to improve the conditions of teachers, Government may base the percentage grant exclusively on teachers' salaries, leaving managements to pay for other items and for their contribution on teachers' salaries out of fee receipts.

We have carefully considered these variants of the percentage system and we generally agree that for special items of expenditure to which Government may attach particular importance, special percentage grants in addition to the general percentage grant on other items should certainly be given. We ourselves have suggested two such items for a higher percentage grant, viz., deputation allowances to teachers sent for training and technical or practical sides introduced in schools. We do not, however, think that it would now be necessary to treat teachers' salaries differently, as we have already proposed basic scales of pay which we expect all schools receiving a grant-in-aid to adopt. We also consider it as very undesirable to concentrate on the teachers' salaries, as we have reason to doubt that it may result in the neglect of other items of school expenditure such as physical education, library equipment, visual instruction etc., which are of equal importance.

We, therefore, recommend that the principle of *ad hoc* grants on selected items of expenditure should be accepted and should be practised from time to time according to the educational programme of Government; but as a general principle the system of a percentage grant on *total approved* expenditure should be followed as at present" (Rec. 37).

Backward areas in which Secondary education has not made much headway will have, however, to be treated differently. The schools located in these areas are generally small. Their fee income is insufficient. They cannot secure the services of qualified teachers unless they promise them a higher start. It would also be difficult for the managements of these schools to adopt the pay scales proposed by us, if they are given a percentage grant at a rate, which may be adequate in the case of urban schools getting better fee receipts. "In view of these difficulties and handicaps of rural areas and also in view of the necessity of bringing these areas educationally in line with cities and towns, we strongly urge that Government should give such schools either the prescribed percentage grant on approved expenditure or a grant equal to their deficit whichever is greater". (Rec. 37).

We feel that at this initial stage for some years to come a system of deficit grants to rural schools and a liberal provision of scholarships and free places to children in these areas would be quite essential to place secondary education in rural areas on sound footing, to link it up with the local environment and to provide opportunities to the village lad to acquire higher education without deserting his home. We request Government to give high priority to this problem in their planning.

#### *Grant at 33½ per cent.*

If the principle of a percentage grant in the case of non-rural schools is accepted, the next question which naturally would arise would be, what percentage should be fixed for the whole of the Province, which would be just, equitable and would meet all cases. "It would not be possible for the Committee, with the data available to them, to suggest a definite percentage of a grant-in-aid which would meet the requirements of all kinds of schools. Any percentage, which may be fixed, would leave some schools with some deficit, while other schools may have a surplus, as all this will depend upon fee receipts, expenditure on teachers' salaries and school rents which would vary not only from area to area but from one school to another in the same locality".

"We, however, feel that a grant at thirty-three and one-third per cent. of the approved expenditure should meet the reasonable requirements of a majority of the schools at least at the initial stage. The introduction of basic pay scales for the whole of the Province would, however, entail the necessity of reviewing the position periodically, to fix a satisfactory percentage of grant-in-aid as well as the fee rates to meet the growing cost of the time scales of pay". (Rec. 38).

#### *Problem of Surpluses.*

"A percentage grant of one-third of the approved expenditure may leave surpluses with some schools, proprietary as well as non-proprietary. We consider a surplus of ten per cent. (which would ordinarily cover a month's expenditure of a school) of the *total* expenditure of the school for the particular year as reasonable and legitimate and would allow the management to lay it by as a reserve fund to be utilized for recurring as well as non-recurring school expenditure from time to time. Any surplus over and above this ten per cent. may be treated as unapproved and an equivalent amount from the maintenance grant deducted. Government may, however, allow schools a surplus at a higher percentage if managements give reasons acceptable to them". (Rec. 39).

The above recommendation is, in our opinion, important. It is necessary that a distinction should be made between legitimate normal surpluses and the excessive surpluses which must be considered as a case of profiting at the cost of the State and the guardian. We have given careful thought to this distinction and we think that a school may, as a matter of course, lay by a surplus equal to its one month's expenditure for the next year. This would come to about 10 per cent. of its annual expenditure of the current year. Any surplus above this limit may be treated as unapproved and should be checked by an equivalent reduction in the grant. If, however, any management proposes to Government that they would use this "unapproved" surplus for the betterment of the school in the near future and if Government are satisfied that their needs are reasonable and urgent, Government may allow them to utilise the amount for specific purposes without a reduction in the grant within a period to be specified by them.

"We, further, suggest that schools should not be allowed to build up a reserve fund out of the surpluses exceeding their six months' expenditure". (Rec. 40). Managements should immediately spend out of their reserve fund to improve their schools by replenishing their libraries, purchasing more and better equipment or making special repairs and extensions to the school buildings to keep up the fund within the prescribed limits. We know that the possibility of laying by such reserve fund will in future be very remote, but we feel that it was necessary for us to take into account all aspects of the problem, when we are dealing with it.

#### *Problem of Deficits.*

There is a far greater possibility of schools having deficits rather than surpluses and it would be necessary to make due provision to met them. In well-established schools in Bombay and other cities included in the A and B areas by us, there may be greater proportion of senior and graduate teachers whose revised salaries according to the proposed scales and local allowances will involve the managements in a comparatively heavy expenditure, which they would be unable to meet with the proposed percentage grant and the fee rates.

"We suggest that in case of schools in A and B areas in respect of which the proposed percentage grant may be found inadequate, the deficit should be met partly by managements increasing fees and securing donations etc. and partly by Government giving extra grant in the proportion of 1 to 2". (Rec. 41).

"In the case of schools in the C area (municipal towns) which may have a deficit on the prescribed percentage grant, we make the following proposals :

(a) If there are two or more schools in small localities all maintaining small classes and realising inadequate fee receipts, efforts should be made by the Department to either amalgamate some of them or arrange that each one maintains a separate section.

(b) If amalgamation is not possible or desirable, the deficit may be met by increased fees, donations etc. and an additional special grant in the proportion of 1 to 3.

(c) When there is only one school having a deficit, it may be met in the same way as shown in (b) above". (R. c. 42).

We have already dealt with schools in the D i.e. rural area and have proposed a deficit grant for them, if the prescribed percentage grant falls short. In their case we are not in favour of asking managements to raise their fee income, as we do not think that the rural community would be able to pay more than the rates proposed by us. Any increase in fees in this backward area is likely to retard the progress of secondary education.

If the proposals made by us in the case of schools in the various areas to meet the likely deficits are accepted, we believe that it would be possible for most of the high schools to adopt the proposed scales of pay. Government may have to exempt some schools, as already suggested, from the operation of the pay scales. We, however, hope that such cases will be few.

#### *The Schools for the Rich.*

There is a type of school which will require special consideration. We refer to a few schools which are intended for the rich. In these schools classes are small. Fee rates are high and teachers are also paid at higher rates. These schools may possibly employ more teachers than would be ordinarily permissible and may adopt

optional courses and introduce "modern sides". Some of the schools of this type lay particular stress on the cultivation of Fine Arts and a few devote particular attention to extramural activities.

In any national system of education such schools will always have a place of importance. They may attempt work and initiate experiments which ordinary schools may not be in a position to do. They may train our young boys and girls in the art of leadership.

The question is: what should be legitimate attitude of a poor country like India in respect of such costly schools? Should a percentage grant on their very high expenditure be given in order that they may be encouraged to carry on their special work for the higher section of the society? We have given anxious thought to this question. We feel that these schools should follow the old healthy tradition of the English Public School and should not try to come within the general framework of the normal grant-in-aid system. They should preserve their independence and develop on their own lines. If, however, some of them find it necessary to apply for a Government grant, their cases must be considered.

"We suggest that schools charging fees at rates one and a half times higher than those prescribed by the Department and giving their teachers higher scales should be considered as schools belonging to this category. If any of them apply for a Government grant their cases should be considered individually on their own merit and a suitable grant given to them on approved expenditure after due consideration of their extra income from fees, endowments etc. and the extra expenditure on salaries and other items, provided further that the grant thus given does not exceed the grant which would be due on the prescribed percentage grant on standardised expenditure." (Rec. 43.)

This would really mean a case of a *deficit grant* on *approved* expenditure within the prescribed frame work and the two extreme ends, viz. the rural school and the costly urban school, would more or less come under the same provision.

#### *Grants to Girls' Schools.*

There is a practice at present of giving a percentage grant at a higher rate to girls' schools. This is because the number of girls in secondary schools is small and the fee receipts insufficient. To attract girls to schools, fees are in many cases charged at lower rates. On the other hand women teachers have to be given special scales or start to induce them to accept service. More grant is, therefore, considered necessary to meet these difficulties.

We believe that time has now come when it is no longer necessary to give higher grants to girls schools in Bombay and the four cities placed in the B area. Girls' education in these cities has made very considerable progress and there is no apparent necessity now to charge fees at lower rates to induce girls to attend schools. Under normal conditions women teachers are also available for employment in these cities and need not be given a higher scale. If there is, however, some difficulty they may be given advance increments upto four according to our proposal which is applicable to men teachers also. In many girls' schools in these cities we found that women teachers are not given different or better scales. In a typical case of one of the best girls' schools in the Province we actually found a scale given to junior cadre of women teachers, which was lower than the scales ordinarily given to men teachers in that area.

“If girls’ schools in A and B areas are found with deficits with the prescribed percentage grant, their cases will be covered by our general proposals to meet the deficits in these areas by increased fees and additional grant in suitable proportions. If necessary this proportion may be slightly changed in favour of girls’ schools. If it is 1 to 2 for boys’ schools, girls’ schools may have 1 to 3. In any case no differential treatment for purposes of Government grant is, in our opinion, necessary in A and B areas.” (Rec. 44.)

In C and D areas, i.e. in municipal towns and the rural areas, however, the handicaps mentioned above still continue. Women graduates are reluctant to go there and parents also are not very keen to send girls to secondary schools. We found the number of girls in the higher standards of the girls’ schools in these areas very small and we were thinking whether a special capitation grant on the numbers in the higher standards, especially in the two top classes, would not be a more suitable arrangement than a higher percentage grant. We also thought of a negative basis for such special help. Supposing the normal number in the higher standards is expected in the case of well-attended schools to be say 36, if a girls’ school has say only 20 girls in the 5th, 16 in the 6th and 12 in the 7th standard, their normal fee income is reduced to the extent of the fee receipts of the 60 girls who are not forthcoming. We thought we may recommend some sort of capitation grant to make up for this loss.

On reconsideration, however, we felt that from the administrative point of view the arrangement may not be suitable. It may be difficult to fix the normal number in the higher standards. Then if we go on helping schools because of smaller number on rolls, the managements may have no incentive to carry on propaganda and increase their strength.

“We, therefore, recommend that girls’ schools in the B and C areas should be given a higher percentage grant, as at present in addition to the proportionate additional grant on deficit, where necessary, for a limited period. (Rec. 44.)

#### *Grants on Drawing and Physical Education.*

We have already proposed that *ad hoc* grants on special items may be given to schools to enable managements to meet the extra cost and induce them to introduce special courses or do some special work. We are not, however, in favour of *ad hoc* grants on items like Drawing or Physical Education, which, in our opinion, form an integral and normal part of general education.

Government had decided to give special grant for Physical Education possibly because they thought that such grant would be higher than the ordinary maintenance grants. The fact, however, is that in actual practice schools got physical education grants at much lower rates than the rates of the maintenance grants. As Government have now decided to raise the percentage grant to 33½ per cent. “We do not think it necessary to give special grant either on Drawing or Physical Education at a different rate.” (Rec. 45.)

“Similarly we do not see any necessity of giving separate grants on ordinary school equipment. We recommend that expenditure on equipment need not be shown separately but should form part of the normal expenditure, which should be admissible for a maintenance grant on the prescribed percentage basis.” (Rec. 46.)



### *Grading of Schools.*

We have been asked to consider the question of the grading of secondary schools. The question is very difficult and requires careful consideration. On theoretical grounds grading would be very much desirable, provided it could be brought about on an objective basis. It would not be correct to grade schools on the reports of the Inspecting Officers as regards the general tone and quality and standard of work in schools inspected by them. Though these reports would undoubtedly be based on certain objective conditions in schools such as staff, equipment and building, they are bound to be influenced by the general impressions of the inspecting officers, which may vary from man to man. A school given an A class by one officer is likely to be differently graded by another. It would, therefore, be necessary to provide some objective basis for grading schools. This basis, however, is bound to be more or less arbitrary. The only objective factors which would provide such a basis would be (a) qualifications, academic and professional, of the teaching staff, (b) standard and quality of equipment, (c) play-grounds, and (d) school buildings. One more factor, viz. the qualifications and competence of the head of the school may be added.

These factors, though generally objective in character, will not lend themselves easily for grading, with the possible exception of the qualifications of the teachers. It would be comparatively easy to say that a school with a staff of about 60 per cent. trained graduate may be brought under A class. A school with about 50 per cent. trained teachers may be given a B class and so on. Even here a difficulty would arise. Should we consider an ordinary graduate with a training degree or diploma as more important than an honours graduate lacking those professional qualifications? What is more important? Sound knowledge or a professional skill added to moderate knowledge? It would be difficult to arrive at a conclusion which may be generally acceptable. The present trend especially among the teaching world seems to be definitely in favour of professional qualifications.

When we come to the second factor, viz. school equipment, it would, in our opinion, be impossible to grade and classify schools on this basis. That a school should have a good equipment would be generally agreed. But how should we grade equipment. A school at the most would be said, with a certain amount of accuracy, as badly equipped or well-equipped. But the difficulty would be now to grade the well-equipped schools. Play-grounds and schools buildings will not present serious difficulties. It will also be possible to fix up the qualifications of the head of the school, though due consideration may have to be given to his experience.

The question is, supposing we succeed in grading schools on some such objective factors, how much importance should we attach to them? A school may have a good building and equipment and also a fairly well-qualified staff. It is likely, however that the equipment may not be properly used. Many schools have good libraries, but it is a common experience of inspecting officers that neither the teachers nor the pupils read books. A Head Master may have the necessary qualifications but may not organise school work or guide his assistants. Teachers may be well-qualified but may not work in a team and may not take keen or sustained interest in their work. In short, it is the actual work in the school which really counts and schools must be ultimately graded with due consideration for this factor as well as the other factor described above.

Assuming, however, that a body of experienced and competent inspecting officers may be able to place the schools into two or perhaps three categories, we

feel that it would be premature to take up the question of grading at this stage. Our Secondary education system is yet to be properly organised and consolidated. While there are a few well-organised old schools in some important cities in the Province most of the other schools are of comparatively recent origin and growth. Some parts of the Province are backward in Secondary education and have to make up considerable leeway. In very few schools are teachers well paid. Till very recently there were no pay scales in most of the Secondary schools and the scales which are adopted by them are not satisfactory. Staffs are unstable. Majority of the schools are poorly equipped and housed in unsuitable buildings. Few of them can lay claim to good playgrounds.

In these circumstances, the immediate and compelling duty of the State would, in our opinion, be to give help to new as well as old schools according to their requirements, encourage them to maintain well qualified and stable staffs, provide decent equipment and generally raise up the standard throughout the Province. The time for grading would arrive when schools are more or less levelled up and are set going on the road to progress. Grading, with the object of giving enhanced grants to schools in the higher grade or grades, would, at this stage, mean helping those who have already received ample help in the past in different ways and leaving the necessitous schools to find for themselves. If the idea is that a system of grading of schools will provide incentive to schools to improve themselves, the object will not be realised.

“We would, therefore, recommend that Government should not take up the question of grading of Secondary schools just now but spend a few years—say ten—more to level up the schools, give special assistance to rural areas, help to construct their school buildings, appoint good teachers and when the period of this consolidation is over, to consider the necessity of grading.” (Rec. 47.)

#### *Proprietary Schools.*

We are asked by Government to examine the problem of the proprietary schools and advise them as to whether any differential treatment may be given to them in respect of grant-in-aid. There are altogether 96 such schools on the sanctioned list of the Department. Of these 49 (or 51 per cent.) including 8 girls' schools are situated in Bombay City, 15 (or 15·6 per cent.) including 2 girls' schools are located in Ahmedabad City and the remaining 32 are situated in other places. This will show that these schools are concentrated only in two places and their number is negligible in other parts of the Province.

The managements of these 96 schools have declared themselves as proprietary to the Department and there is, therefore, no doubts about their character. There are bound to be, however, some other schools which are not called proprietary but which may very substantially partake of the characteristics of a proprietary. “It is rather difficult consequently to define a proprietary school so as to cover all cases. It would, however, serve the purpose if it is defined negatively as a school not registered under the Societies' Registration Act.” (Rec. 48.)

There is considerable misunderstanding about the Proprietary schools and recently a good deal of agitation against them is going on in the Press. There seems to be a general impression that a Proprietary schools is generally a business concern and the proprietor aims more at profits rather than at conducting his school on educational grounds. It is true that a number of Proprietary schools are more

or less business concerns and lay by some surpluses at the end of the year. The same is, however, true of a number of 'public' schools. We found that a fair number of Municipalities are making profits out of their secondary schools and it is customary in some parts of the Province for managements of schools conducted by societies to lay by surpluses and utilise them either for their primary departments or Colleges. On the other hand there are some Proprietary schools which do not make any profits. We know of some in which the Proprietor receives much less than some of his Assistant teachers. There are also a few proprietary schools which maintain a high degree of efficiency and excellence without making unauthorised profits and in a few cases, which we admit are exceptions rather than the rule, a proprietary school has been built up on the sacrifice of an individual or individuals actuated by the highest educational ideals and motives of self-less service. It seems, therefore, that the general clamour for the total abolition of proprietary schools is very considerably based on prejudice and ignorance of the full facts.

It is, however, quite true that while in the case of Municipal or Society-managed schools the surpluses, if any, will go into the public funds and be utilised sooner or later for public services, similar surpluses in the case of proprietary schools would go into the pockets of the proprietors. It is, therefore, necessary to devise a machinery for a very strict and rigid control over surpluses, not only in proprietary but also in other kinds of schools. We have been asked to consider whether Proprietary schools should be given Government grant-in-aid on a differential basis. We have given our anxious thought to the subject and also weighed carefully every argument advanced in support of the proposal. If a proprietary school maintains the standard of efficiency required by the Department and serves the genuine need of a locality, "we see no justification whatsoever for discriminating against such a school in the matter of grants-in-aid purely on the score of its being under a proprietary management". (Rec. 49). We agree, however, that it would be in the highest degree improper to permit proprietors to take away unauthorised profits from school surpluses built out of fees and grants.

In our opinion, there would now be no occasion either for a proprietor or a manager of a 'public' school to effect savings. In the first place, the proposed scales for teachers of different qualifications will leave him no option to give salaries according to his own discretion or on the basis of the principle of demand and supply. He may, on the other hand, have to give advance increments to attract teachers. If the proposed pay-scales are adopted the danger is not so much of schools having surpluses (which would be a desirable thing indeed) but a number of them may have deficits. In our recommendations on grant-in-aid we have made detailed proposals for the extent to which surpluses should be considered as reasonable and legitimate. Any surpluses above this legitimate range would be unauthorised and unapproved both in the case of Proprietary and other schools and the grant-in-aid would be reduced to that extent. If it is argued that the proprietors would make profits by increasing their fee rates, it may be observed that if as a result of the increase in fee rates the school is in a position to save more than the authorised surplus, it would be taken from it by an equivalent deduction in the amount of grant.

There are at present some subtler forms of profit making in the case of a few proprietary schools. Some proprietors charge higher salaries for themselves, their sons and nephews, brothers and sisters or brothers-in-law than are warranted by their qualifications, experience and competence. Another source of profit-making

is school-rents. If a Proprietor also owns a building in addition to the school, he is prone to charge higher rent than is justified. In our opinion it is not very difficult to put a check to these practices. "We, therefore, recommend that no proprietor should be allowed to work either as a Head Master or Assistant teacher unless he is properly qualified to do so; nor should any of his relatives be allowed similar privileges." (Rec. 50). We suggest that this proposal should not, however, be rigidly followed. The proprietor-Head Master or any other Head Master may not possess requisite academic qualifications, but if he has the necessary competence to conduct his school on sound educational principles, his position should be accepted. As regards school rent, it would be necessary for the Educational Department to see whether the rents charged are reasonable or not and to get the necessary certificate from the P. W. D. officers when they are in a doubt.

If a proprietary school lays by surpluses, we have proposed that they should be earmarked as a reserve fund and a proper account of such a fund should be maintained and shown to the Inspecting Officer from time to time. If the precautions described above are taken, we do not think it necessary that a proprietary school should be treated on a differential basis for State help.

#### *European Schools.*

While this Report is being drafted the Honourable the Prime Minister of Bombay Province has uttered noble thoughts in the Legislative Assembly at Poona in connection with the separatistic tendencies of certain communities in educational matters. He advised the people to send their children to common schools and let them grow and receive education in the company of the children of other communities. "We earnestly desire that the Secondary school system of the Province should be closely knit and well-integrated. We are entirely in favour of common schools and common hostels and a general system of education based on a common frame work of grant-in-aid for all. We do not think it desirable, therefore, that denominational or racial schools should deviate from the general national system of education and get State help on more favourable basis".

"We feel that time has now arrived to review the system of grant-in-aid to the Secondary schools for European and Anglo-Indian children and bring them in the general line. As the European children in most of these schools are likely to be a minor group, it would be wrong to call them "European schools". They may be suitably brought under the wider category of "English-teaching" schools i.e. schools which adopt English as the medium of instruction and examination". Many teachers in these "European schools are Indians and possibly in future the proportion of these Indian teachers will increase". There should, therefore, be no objection to these European schools adopting the proposed pay scales. If, however, they consider it desirable to have higher scales, they may certainly be allowed to do so with the previous approval of the Department". (Rec. 51).

As regards a grant-in-aid to such schools, we suggest that they should come under that class of schools which give higher rates of pay to their teachers and also charge fees at rates one and half times higher than the prescribed rates.

We realise that it would take some time for these schools to adjust themselves to the newer conditions and we would suggest that Government may give them time to come progressively in the general line.

### *Grants for Technical Education.*

“ We presume that the ad-hoc Committee on Technical Education appointed by Government will deal in detail with the question of grant-in-aid to Technical and Vocational schools. We would, however, generally suggest that Government should give liberal grants—recurring as well as non-recurring—to encourage private managements to undertake such costly experiments ”. (Rec. 52).

In the very nature of things, Technical or Vocational High Schools and Institutes of different patterns are bound to be few and far between for some years to come. We are afraid that these few experiments in vocational education mainly confined to a few selected urban and industrial places, will leave most of the Province and the generality of our Secondary schools high and dry.

We are very anxious that our ordinary secondary schools should adopt the activity principle in a substantial measure and on a wider scale and that the activities carried on in the various urban as well as rural secondary schools should be integrated and should not be restricted to a few stereo-typed forms. We would, therefore, like to see our schools introducing a variety of activities and occupations, rural as well as urban, and preparing children for life and not for a common colourless standard examination.

“ We, therefore, suggest that schools, which may not be full-fledged technical or vocational institutions may be allowed to provide, in addition to the substantial general education which they may and should impart, courses of handwork, manual training, craft-work, agriculture, horticulture and/or allied occupations like bee-keeping, poultry-farming, commercial subjects, Fine Arts, Home-craft, etc. ”.

“ Government should encourage schools to introduce such extra courses by giving special grants (especially equipment and other non-recurring grants) to the extent of two-thirds of the expenditure ”. (Rec. 53).

### *Grants to Night Schools.*

Night schools are very useful institutions which deserve special encouragement. They are at present 22 in number and are confined to Bombay and one or two other places. These schools enable boys, who are forced to take up employment on account of poverty, to continue their studies and acquire higher qualifications. They are, therefore, generally attended by earnest and ambitious lads, who, in our opinion, are a national asset. These schools charge nominal fees and in a few cases give even free education.

“ We suggest that the night schools may be given grants up to 50 per cent. of their approved expenditure (which is always very small), on the examination of each case on its merit ”.

“ The proposed pay scales and fee rates should not be applied to these schools, as the teachers are part-time workers and the instruction given is ordinarily for less than three hours ”. (Rec. 54).

### *The Proportion of Teachers to Classes.*

It is necessary to find out for purposes of grant whether the staffs of schools of varying sizes are adequate and whether there are any superfluous teachers. “ We think that the number of full-time teachers including the Head Master and the special teachers to the number of classes should be between 1·3 to 1·5 ”. (Rec. 55).

In smaller schools the proportion would be about 1·5 and as we take up schools of larger sizes, the proportion would come down progressively to 1·3 but should on no account go below that.

We would, however, suggest that this progressive proportion of teachers to classes should not be adhered to too rigidly and if the Department is satisfied that the managements have made wise use of their staff, it need not be treated as excessive if it is anywhere within the suggested range.

### *The Residential Schools.*

It is extremely difficult for a day school to attend to the many-sided development of their pupils. The children attend only for a few hours which are all spent in the formal and artificial conditions of a class-room.

The residential school, on the other hand, has an all-pervasive influence. It can attend to the private reading of the boy and guide and direct it. It can provide a more satisfactory programme of Physical Education than is ordinarily possible for a day school to do. It can also teach the boy regular habits, good manners and inculcate in him the unwritten but well-understood rules of good behaviour.

The residential school, therefore, has a definite and very important place in the educational system in all countries. Under modern social conditions many parents have little time to give to their children and many of them are not competent to bring up their children wisely and well. For such parents as well as for the State also, the residential school is a very useful means to get the young boys and girls properly educated. It is a mistake to suppose that a residential school is a school intended for the rich only. There can be and are such schools for different classes of people. A Residential school like the one maintained by Mr. Bhaurao Patil of Satara caters for the poor boys who receive either free education, boarding and lodging or have to pay only nominal charges. There are also other residential schools, unfortunately few in number, which cater to the needs of the middle classes.

“We recommend that the residential school should be considered and treated as a useful type of school and the Government should admit a part of the hostel expenses for a grant. The pupils should pay for their boarding which would include salaries of cooks and servants; But the rent of the hostel buildings, the salaries or allowances of the rector and his assistants, if any, and other necessary expenses connected with the proper management of the hostels should be admitted for Government grant. It is also essential that the Inspecting Officer should inspect the hostels critically and offer his suggestions”. (R.c. 56).

### *School Buildings.*

The question of school buildings deserves to be examined on financial as well as educational basis. Our schools must have suitable and spacious buildings, providing proper light and ventilation and play-grounds. They should have at least some open space round about to breathe freely. They need not also be dull, flat, colourless and grim-looking. It should be possible to bring in beauty and grace without incurring heavy expenditure, if we look round and observe the beautiful forms and patterns which India has evolved in the course of its history in towns as well as in the country-side.

To-day many of our schools are located in unsuitable buildings not intended for schools. Many of them do not provide adequate space and the children sit huddled up in overcrowded classes. Light and ventilation conditions are not satisfactory in many cases and sanitation is deplorable. Our children, in short, do not grow in beauty nor do they grow under healthy, hygienic conditions.

It is desirable therefore that this question should be taken up and properly examined. In cities and towns many managements have to pay exorbitant rents. In small towns and villages the buildings are not suitable, though the rents may not be high. In the case of schools in Bombay and other costly cities, school rents is a major item of expenditure only next to the teachers' salaries. We found that many schools, which own their own buildings, can manage their affairs easily within the prescribed percentage grants. It would, therefore, be more economical in the long run both for the school managements as well as the Government that the schools should have their own buildings. Their necessity on educational grounds is already explained.

"We, therefore, suggest that Government should adopt a long range policy of construction of school buildings for secondary schools, especially in rural and semi-rural areas. Standard plans and estimates for buildings of different sizes and types may be prepared and building grants and loans (to be recovered by suitable instalments) may be promised to managements".

"We also suggest that Government should encourage managements of schools, especially at places where teachers experience difficulties in getting suitable houses, to construct quarters for them in the vicinity of the school buildings so that it may also be possible for schools to develop as community centres". (Rec. 57).

#### *Payment of grants to schools.*

The Education Department gives maintenance grant only in one instalment after the annual inspection of the schools. Schools, which are permanently registered for grant are, however, given half the grant in advance, if they apply for it. This procedure has, it seems, worked fairly satisfactorily in the case of well-established schools with good funds, though other schools experienced considerable hardships in the absence of the maintenance grant till late in the year. When the proposed pay scales are adopted, the difficulties will increase and schools will find it hard to meet their current expenses unless the Government grant is given at stated intervals in a number of instalments. The Mysore Government gives maintenance grant in monthly instalments and finds, we are assured, no administrative difficulty in doing so. We would not advise such an extreme measure, as our schools are also larger in number but "we would recommend that aided schools of not less than five years' standing should be given maintenance grants in two or three instalments to enable them to meet their expenses. Newly started schools are generally more in need of such help. We suggest that even in their cases if Government are satisfied about their stability, maintenance grant may be given in 2 or 3 instalments". (Rec. 58).

"Managements of schools will find it difficult to pay for their current expenses during the year when the proposed scales will be introduced, if the present procedure of giving maintenance grant at the end of the year on previous year's expenditure is followed in that year.

It is, therefore, suggested that during this year grant in two or three suitable instalments based on the *estimated* expenditure of that year should be given to the schools". (Rec. 59).

*Inspection of School Accounts.*

“ It is quite essential that the Education Department should make satisfactory and adequate arrangements for the annual inspection of school accounts.” The present position is not satisfactory. The number of senior and experienced clerks in the offices of the Divisional Inspectors and Inspectresses is getting smaller and smaller and these inspecting officers are now-a-days obliged to take with them junior and inexperienced clerks, not trained for the work of the inspection of school accounts, which requires considerable experience, insight and intelligence.

“ We suggest that only senior and experienced clerk or clerks with special qualifications or training should be sent to inspect the school accounts and that the necessary adjustments and appointments, to provide each Division with two such clerks, may be made.”

“ We also suggest that a short training course should be conducted by the Director of Public Instruction to train such clerks and experienced and specialist officers should be asked to conduct the class.” (Rec. 60.)

*Inadmissible Expenditure.*

The admissibility or inadmissibility of individual items of school expenditure is a matter of particular difficulty. The Department has laid down more or less precise instructions in the matter to define the items of inadmissible expenditure in Appendix XXXII to the Educational Manual. It will, however, be admitted that in actual practice, there must be a number of items of expenditure which hover on the border line between admissibility and inadmissibility. Then again, what constitutes reasonable expenditure on a given item which in itself is admissible, is also a matter of personal opinion rather than mathematical precision. While we have no reason to doubt that the officers of the Department in taking decisions in the matter of admissibility or inadmissibility of a given item of expenditure or in determining what constitutes reasonable expenditure on a given item, are actuated by the best motives, we hold that the procedure in practice must give rise to unnecessary and undesirable friction. Some of the Heads of schools with whom we have had the opportunity of discussing the subject, appear to make a grievance of the fact that a considerable number of items of expenditure undertaken *bona fide* by the school are disallowed by the inspecting officers. Further the financial uncertainty engendered by this procedure is, in our opinion, extremely undesirable from the educational point of view, as it is bound to eat into the very roots of all enterprise and progressive experiment in secondary schools. We agree that where public money is provided, it is the duty of the State to ensure that it is wisely and prudently expended. This, however, need not necessarily entail a rigorous and exact examination of every detail of school expenditure. In our opinion, a wise latitude and a degree of moral trust between the Department on the one hand and those engaged in the great national service of Education on the other, are very necessary for educational progress. The minimum safeguards having been laid down,—and we think that these safeguards have been provided in the system of grant-in-aid proposed by us—it is necessary to rely on the integrity and sense of duty of those responsible for the management of schools to ensure that to the best of their ability they will act wisely and in public interest. As a broad general rule, we would suggest that for expenditure of items other than teachers' salaries, schools may be allowed elbow-room to frame their budgets and that any *bona fide* expenditure on what may reasonably be called educational activities should not be disallowed. We realize that the freedom to schools in



the matter of budgeting which we have proposed may perhaps in some cases be misused, but we hold that no system of rules or exact definitions can enforce, what in the last analysis demand a communal act of faith.

“We suggest that the basis of the inadmissibility of school expenditure should be examined and the list of inadmissible items reduced to the minimum in order that schools may not be prevented from incurring expenditure, which would be desirable on educational grounds.

“We also suggest that the memo. of inadmissible expenditure should be supplied to the schools within a fortnight after the inspection and their representations, if any, should be taken into account before the final decision is taken.” (Rec. 61.)

## CHAPTER IV.

## SERVICE CONDITIONS, ETC.

An encouraging sign of the times is the attempt secondary teachers are making in different parts of the Province to organise themselves. They have formed their own associations, regional as well as local, and these associations are now integrated into a broad-based Federation representing the various associations. Such wider and representative bodies of teachers should, in our opinion, be welcomed and given due recognition and encouraged by both the Department as well as School Managements. The Departmental executive officers also should follow the same policy and consult authorised central association of teachers in important matters. We know that some of these associations are not as yet well-established. We, however, feel that if Government and school managements take them in confidence, seek their advice and suggestions and establish contacts with them, they will develop a greater sense of responsibility and co-operation and learn to approach controversial problems with proper understanding and moderation. Trust will beget trust and will ensure willing co-operation of teachers in future plans of re-organisation of secondary education.

While we are entirely in favour of wider local and regional associations of teachers, we are not so sure about the desirability of teachers from individual schools forming their own unions, carrying on their activities within school premises and generally creating embarrassing situations for managements. The activities of some of these teachers' unions have gone to the length of occasional strikes including stay-in strikes. An unhealthy feature of this agitation is the ill-advised attempt to drag in the young pupils on the side of their teachers in their activities directed against the Head of the school or the management. There are cases of pupils striking work in sympathy with their teachers, holding meetings of protests, etc. There are examples of students' associations waiting on officers of the Education Department making demands on behalf of teachers. We deprecate this movement and would urge that on no account should immature boys and girls be dragged into school politics. We also feel that unions of teachers of individual schools should neither be encouraged nor recognised, as such unions are likely to come in the way of smooth working of schools and the harmonious relations between teachers and the Headmaster. We would, however, suggest that the Management and the Headmaster must take teachers into confidence, treat them with a sympathetic understanding and due courtesy and generally carry them along with them. Staff meetings should be a common feature of every school. The atmosphere should be friendly and informal and teachers should be given every opportunity to express their views on questions under discussion. These staff meetings should deal not only with matters of routine work such as preparation of time tables, distribution of work, etc., but also with more important administrative matters. Sub-Committees of teachers may be appointed to study and report on important issues and discussions should be full and frank. Budget proposals may be placed before teachers for their suggestions and comments and their views should be given due consideration. It is very important that the teachers should know that their suggestions have received due consideration. In cases of schools where the teaching staff is very large, there may be small Teachers' Councils, which may be consulted on important occasions. If school managements and Heads adopt such friendly attitude and conduct schools with full co-operation of their teachers, a good deal of misunderstanding and prejudice will be removed, both sides will know each other better and the growing tension and ill-feeling will very considerably be lessened.

We have been advised by some representatives of teachers that teachers should have an effective voice in the administration and general management of their schools. Some representatives have even suggested that majority of the members of the managing committee should comprise teachers elected by their colleagues. Others have proposed about 50 per cent. seats for teachers on these Committees. We have carefully considered these and similar proposals. "We do not consider it desirable that teachers who are not life-members or have no financial responsibilities for the conduct of the school should be given, as a matter of right, places on the executive or governing bodies of schools, as the relation between those bodies and the teachers is that of the employer and the employee." (Rec. 62).

We are told that in many cases the Head Master has no seat on the Managing Committee but is occasionally invited to attend the meetings to give information and offer suggestions. In case of the Municipal High Schools, it is the Chief Officer of the Municipality who works as the Secretary of the High School Committee. We consider this procedure as highly improper. It is quite essential that the Head of the school must be actively associated with the general administration of the school and should be either a Secretary, a Joint Secretary or an Assistant Secretary of the Managing Committee of his school. In the case of the Municipal High School Committee he and not the Chief Officer must be the Secretary. In the case of schools conducted by Trusts or public associations, the Secretary is occasionally an important social worker enjoying the confidence of the Trust or the Association. Some such Secretaries have done useful work to build up the school. We would not propose a change in this useful practice, but would suggest that in schools which follow such practice, the Head Master should be made either a Joint or an Assistant Secretary. "We would, therefore, urge that the Head Master of the school should be ex-officio Secretary, or Joint or Assistant Secretary of the Managing Committee and should have the right to attend the meetings, take part in the discussion and keep record of the proceedings of such meetings." (Rec. 62).

In the case of Proprietary schools, there would be no Managing Committees, the Proprietor himself being the Manager. It would, however, be possible and desirable to have a small Advisory Board of teachers to advise the Proprietor-Manager on matters of policy and management. It would be in the interest of the Proprietor to respect the wishes and proposals of such Advisory Board and create confidence among teachers.

"We further stress the necessity of Heads of schools and teachers coming in intimate contact with one another and conducting the school as a well-disciplined team. We would urge regular and frequent staff meetings to discuss questions of administration and educational planning and appointment of teachers' committees to carry on work in respect of the different branches of school organisation. We would also suggest that the budget estimates of schools should be placed before the teachers and explained to them by the Head Master or the Secretary, if the Head Master does not hold that post and the teachers should be invited to offer their suggestions and comments." (Rec. 63).

"We do not favour the idea of Unions of teachers of individual schools. It should be, however, permissible for teachers to form wider associations representing a number of schools in a particular region or locality. Government may after due inquiry, recognise such Associations and should consult them on important questions concerning Secondary Education and teachers." (Rec. 64).

The question of the administration of the Municipal High Schools requires careful examination. "We recommend that the Municipal School Committee in charge

of the High School should have full powers for the general administration of the school including appointments of teachers and should be formed on the following lines:—

(i) The Head of the High School and not the Chief Officer shall be the ex-officio Secretary of the Committee,

(ii) The minimum qualifications of the members of the Committee shall be Matriculation or an equivalent examination,

(iii) There should be at least one woman member, if the school admits girls.

(iv) There should be at least one member on the Committee who should be a guardian but not a municipal member.

It is also necessary that the Head Master of the Municipal High School should have complete power for the internal administration of the school." (Rec. 65).

He should have the right to prepare time-tables, allot duties, supervise work, spend on books and other items of equipment out of amounts already sanctioned, without having to make reference either to the Chairman or the High School Committee on every occasion. It is he who should sanction casual leave to teachers, clerks and the menial staff. He should also have full power for the conduct of the school examinations and promotions and there must be no interference in this respect from the Chairman or the Committee. The practice, in some places, of Municipalities appointing *ad hoc* committees to conduct examinations and decide promotions should be discouraged and stopped.

Officers of the Education Department have to enquire into and decide the complaints made by teachers against the managements of schools. Occasionally the managements also make their own complaints. We understand that these complaints from both the ends have very considerably increased in recent years. The teachers and their associations are nowadays submitting their complaints direct to the Government with the expectation that their problems and grievances will be discussed and disposed off more satisfactorily at a higher level. The authorities at various levels are doing their best to attend to the complaints made to them. We, however, feel that a time has now arrived when Government and officers of the Education Department may be suitably relieved of a part of this work which is increasing in volume and complexity and special organisation should be set up for this purpose. This arrangement will also give more time to departmental officers to attend to their educational work and it is likely that a special organisation may find more adequate time to study these complaints and arrive at conclusions.

"We suggest that special arrangements should be made by the Department to attend to the grievances and complaints of the teachers as well as Managements. Complaints of a minor or routine nature may be dealt with by the Educational Inspector or the Inspectress, as at present, but all major complaints affecting the permanent interests of teachers such as dismissal, discharge, reduction, supersession, etc. should be referred to a Court of Arbitrators for each Educational Division, comprising the Educational Inspector as the Convener and about four eminent persons including women not directly connected with schools. The decisions of these Courts should be final and should be accepted by both the parties." (Rec. 66).

The procedure of these Courts should be informal and the object should be speedy disposal of the cases. No pleaders should be allowed to represent any party and the Managements and teachers should be directly heard. The decisions of these Arbitration Courts should be final and should be carried out by the officers concerned. There should be no appeal in a court of law over these decisions.

*Provident Fund, Gratuity, Insurance, etc.*

A scheme of Provident Fund for Secondary teachers in non-Government secondary schools is already in force in the Province. This scheme was introduced in June, 1939, and made applicable to all recognised secondary schools by Government. According to rule 6 of the Scheme, a teacher's subscription is to be one anna for each complete rupee of his pay, and the Government and the Management together are to contribute an amount equal to the subscription paid by the teacher. It was urged upon us by the representatives of teachers that the rate of teachers' contribution should be raised to 16 pies in a rupee, and a proportionate increase be made in the contributions from Managements and Government. It was contended that the total accumulation under the present scheme would not be a sufficient provision for oldage. It was also urged that under the present arrangement the interest allowed (Savings Bank rate) was small. There is some force in these suggestions and we feel that something should be done to improve the situation.

If the pay scales recommended by us are enforced hereafter, there will be considerable improvement in the accumulated amount of Provident Fund, if a teacher puts in a full term of service under the proposed new scales. A rough calculation shows that a graduate with B.T. working from the beginning of his service in the new scale will get not less than Rs. 9,000 at the time of retirement. This provision, in our opinion, should not be considered as unsatisfactory. We, however, feel that the provision of Provident Fund, however satisfactory it may be, can never meet the situation arising out of premature death. We strongly urge upon the managements and Government to devise ways and means, at an early date, to formulate a scheme of life insurance and/or gratuity for teachers which will make adequate provision against the risk involved in premature death.

"Instead of recommending increase in the rate of contributions to the Provident Fund as demanded by the teachers, we would recommend that the managements and Government should both contribute, along with teachers, substantially towards a scheme of life-insurance and/or gratuity," (Rec. 67) as mentioned above. This will be a great boon to the teachers whose families at present are rendered helpless by premature death of the bread-earners. We feel that no amount of improvement in the rate of Provident Fund contributions will make up for the benefit arising out of such a scheme of life insurance and/or gratuity.

Regarding the contention that the present rate of interest allowed in the Provident Fund scheme is low, we fully realise the inadequacy of the rate of interest and "we recommend that steps should be taken to secure a higher rate of interest on the Provident Fund Contributions." (Rec. 68.) We are sure it will not be difficult to adopt ways and means to grant this demand of the teachers which seems to us to be fair and just.

*Conditions of Service.*

We have been asked, in the terms of reference, whether the conditions of service of secondary teachers, other than those relating to salaries, be regulated and if so what those conditions should be.

With a view to ensuring security of tenure to the teachers and establishing harmonious relations between the managements and the teachers, it is necessary to regulate, as far as possible, the terms and conditions of service of teachers by laying down clear rules. We find the Director of Public Instruction, under his

circular No. S. 67-(c)-58-Genl.-C., dated 9th July, 1940, has laid down a set of Model Service Conditions Rules for teachers in non-Government secondary schools and communicated them to the managements. Director of Public Instruction's circular was intended to serve as a model for the schools and the managements were directed to frame their own set of rules on those lines and get them approved by the Divisional Inspectors. We understand that, by now, almost all the Secondary schools in the Province, have framed their own rules and got them approved.

We are sure that the introduction of these rules must have gone a long way in regulating in clear terms the tenure and conditions of service of teachers and must have tended towards establishing good relations between the managements and the teachers. A careful perusal of these rules has led us to believe that they are generally satisfactory.

We, however, feel that the following additions and modifications in the model rules would be desirable :—

(a) *Sick Leave*—Substitute Rule No. 10 (b) 'Other leave' by the following rule :—

“Leave on medical certificate on full average pay not exceeding three months at any one time at the rate of 1/22 of active duty may be granted, the total period of such leave being limited to 12 months in the whole service. A medical certificate shall be produced by the teacher from the Civil Surgeon or a registered medical practitioner named by the management of the school.”  
(Rec. 69.)

The suggested change makes it possible for a teacher to get sick leave on full instead of on half pay, as is provided for in the model rules. We believe that a teacher is very much handicapped during his illness, as he is required to forfeit half of his pay, just at a time when he has to incur additional expenses to get over his illness. In extending this benefit, however, we have not increased the proportion of the period of sick leave to the length of his active duty. The original rule allows the accumulation of half-pay sick leave up to 12 months in the whole service. We have found it advisable to follow the recommendations of the *ad hoc* Committee of the Central Advisory Board of Education appointed to consider the conditions of service of teachers, and have recommended that sick leave on full pay should be allowed to accumulate upto a maximum of 12 months in the whole service, thus doubling the advantage of total accumulated sick leave provided in the model rules.

(b) *Private Tuitions*.—With the introduction of more liberal pay scales for teachers and some of the other measures for the improvement in their conditions already proposed in this Report, the evil of private tuitions and private classes which is so rampant and which is a major cause of the deterioration of secondary education, should, in our opinion, decrease appreciably. While it is true that in the larger towns and cities the time and energy of teachers are expended on private tuitions to an extent that must be detrimental to their work, both as school teachers and private tutors, it is equally true that no teacher enjoys tuition work round-the-clock and the sacrifice of his leisure that it entails. If there has been among teachers a tendency to commercialise the opportunities offered by private tuitions, they have probably been driven by the high cost of living and inadequate salaries to adopt the course to keep the wolf from the door.

Rule No. 4 under general conditions of service in the Departmental Model Rules seeks to regulate private tuitions by teachers. The rule is as follows :—

“No teacher shall undertake the private tuition of any pupil except with the previous permission of the Head Master. Such tuition, if permitted, shall not be for more than two hours a day.”

This rule prevents a teacher from undertaking any private tuition work, unless he is specifically permitted to do so by his Head Master. We understand that, in general—this rule is not observed and that the Headmasters cannot or do not exercise any effective control over the tuition work of their assistants. We, therefore, make the following detailed proposals to control and regularise the private tuition work of teachers :—

- “ 1. Heads of schools must not do any private tuition.
2. No teacher should be allowed to do private tuition for more than two hours a day and should not teach more than five pupils during the period.
3. Teachers must obtain previous permission of the Head Master before they undertake any tuition. They should give the necessary information to the Head Master who should keep a register of the tuition work done by all members of the staff showing the names of the pupils, the standards in which they are studying and the remuneration for each tuition. This register should be open to inspection by the Inspecting Officer.
4. Coaching classes conducted directly or indirectly by the teachers should be prohibited and no recognised school should be allowed to accommodate such classes in their buildings. When the number of pupils taking private tuition exceeds five, it should be considered a coaching class.”

(Rec. 70.)

The foregoing suggestions will go to a great way in effectively curbing the evils arising out of the existing uncontrolled practice of private tuition. It must be, however, realised that a number of pupils do require special help and instruction. Instead of leaving such genuine cases to be entirely attended to by private tutors or classes, it would be very much desirable if managements of schools come forward to take up this work and Government give them necessary aid.

“ 5. We, therefore, recommend that it would be desirable if well-established schools with the permission of the Education Department arrange for special or separate instruction of pupils who may be weak in some subjects or may be dull and cannot keep pace with other pupils in the class. The number of pupils in such special classes should not ordinarily exceed 15 and the time, one hour. We suggest that schools should charge extra fee for such classes and the expenditure should be admitted for Government grant. The account of receipts and expenditure of such classes should be kept separate.” (Rec. 71.)

We think that such *bona fide* special classes conducted by managements on educational grounds will greatly assist in curbing the evils of private tuition.

(c) *Hours of attendance.*—Rule No. 1 and 3 under general conditions of service in the Departmental Model Rules refer to the attendance and work of a teacher. These two rules, if properly followed, are calculated to give to the school the best that the teacher is capable of giving. But, in actual practice, we understand, there is no unanimity between the teachers and Heads regarding the extent of the teachers' hours of attendance and work. Rule No. 1 in the Model Rules referred to above, lays down that a teacher shall devote his whole time and attention to the duties of the school and makes it obligatory upon him to carry out also the duties connected with extra-curricular activities. We realize that unless teachers devote themselves entirely to their work in the school, both in and out of the class, a school can never attain the required standard of efficiency. But in order to be definite and precise, we would like to lay down the *minimum* hours of attendance and work which a full-time teacher ought to devote to the duties connected with

his school. We, therefore, recommend that the following rule should be added to the rules under general conditions of service so that it may serve to clarify the scope of the rules No. 1 and 3 referred to above :—

“A full-time teacher should be expected to be on the school premises for 32 hours in a week exclusive of the recess intervals. Of these hours he should be doing actual teaching work for about 22 hours, the remainder being utilised for free periods, relief duty, extra-curricular activities or such other work as the Head of the school may direct.” (Rec. 72.)

It may be noted that the above new rule suggested by us is generally in conformity with the suggestions made by the Committee of the Central Advisory Board of Education.

(d) *Application through Employer.*—It was brought to our notice that on many occasions teachers employed in schools do not apply through their employer, when they seek service elsewhere and the managements come to know of the applications only when the teachers secure other jobs and tender their resignations. This often dislocates the working of the schools and creates a good deal of unpleasantness. To avoid such trouble, we propose the following rule :—

“If a teacher wants to apply for a situation in any other school or office, he must forward his application through the Head of the school in which he may be serving, and in the case of a Head of a school such application should be forwarded through the proper school authority.” (Rec. 73.)

(e) *Discharge Certificate.*—It has also been brought to our notice that there is no practice of issuing a discharge certificate to a teacher when he leaves service. With a view to maintaining good relations between schools and particularly for the benefit of the new employer, it would be necessary to insist, at the time of appointment of a teacher, on his producing a discharge certificate. The following rule should, therefore, be added in the Model Rules at an appropriate place :—

“The Management must give a Discharge Certificate to a teacher who leaves service after due notice. No school shall employ a teacher unless he produces a Discharge Certificate from his previous employer.” (Rec. 74.)

(f) *Free Education of Teachers' Children.*—The concession of free education in secondary schools is granted to the children of teachers in some schools, while in others, no such provision is available. We think it desirable that sons and daughters of a secondary teacher should be entitled to free secondary education in a school or schools conducted by the management under which he/she is working.

We, therefore, propose to add the following rule to the Model Rules :—

“A full time secondary teacher should be entitled to have free secondary education for his sons and daughters in a secondary school or schools conducted by the management subject to satisfactory attendance, progress and conduct.” (Rec. 75.)

(g) *Concession of Later Retirement to certain teachers.*—The new scales proposed by us are, no doubt, better than the varying scales of salaries at present obtaining in different schools. Teachers who are young will certainly be benefitted. Although, there is no specific rule fixing the age of superannuation in private secondary schools, we understand that the Government practice of fixing such age at 55 years, is usually followed. We do not feel that in private schools, where service is non-pensionable, there should be any hard and fast rule about the age of superannuation. The teachers who are about 45 years of age on the day of the introduction of the proposed scales, are not likely to reach the upper range of the pay scales proposed.



In their case, therefore, we would like to make a specific recommendation regarding the age of retirement, so that they would get somewhat more benefit from the scales in the later years of their service.

“ We recommend that teachers, who are about 45 years of age on the date of the introduction of the proposed scales, are not likely to reach the upper range of the scales. They should, therefore, be continued in service till they complete at least 58 years, if the management is satisfied that they are physically and mentally fit to carry on their duties as teachers.” (Rec. 76.)

## CHAPTER V.

## SUMMARY OF RECOMMENDATIONS.

*A—General and Pay Scales.*

1. (a) We suggest that the Province should be divided into four areas for purposes of the standardisation of fee rates, pay scales and grants-in-aid—

- A Bombay City and Suburbs.
- B Ahmedabad, Poona, Surat and Sholapur.
- C Municipal towns other than those mentioned in A and B.
- D Rural (or non-municipal) areas.

(b) We have not suggested an intermediate area between the major Municipalities of Ahmedabad, Poona, etc. and the small Municipal towns. We have included only four cities under B area. We, however, suggest that Government may, after further enquiry, add a few more cities to the B area and/or introduce an intermediate area between B and C if necessary, on account of higher cost of living and adopt suitable special allowances for it.

(c) In the interest of the general levelling up of schools and teachers in the Province and the desirability of aiming at a fairly common standard of culture and living, we are, however, reluctant to propose more divisions than those suggested by us.

2. For purposes of standardisation of pay scales, we propose to divide ordinary secondary teachers into the following three classes, according to their academic qualifications :—

- (1) Those who have passed on'y the Matriculation, the School Leaving Certificate or o her equivalent examination (hereafter called matriculates).
- (2) Those who have passed the 'Intermediate' examination (or its equivalent) of a University (hereafter called 'Intermediates') and,
- (3) Those who have passed a degree examination of a University or its equivalent (hereafter called graduates).

3. The Lokashala is a Secondary school imparting sound general education without English of the Matriculation standard. There should be no objection to those who pass the Lokashala examination being appointed as Secondary teachers. They should be considered eligible to appear for the S.T.C. examination and if they pass it they should be given the scale of the Matric S.T.C.

4. We recommend that a fresh matriculate teacher should be given four years to acquire a training qualification, an intermediate-passed teacher three years and a graduate teacher, two years. The management may, however, give a further period of grace which ordinarily should not exceed three years in the case of Matriculate and Intermediate and two years in the case of graduate teachers.

5. A secondary teacher should be considered as 'trained' if he acquires any one of the following professional qualifications :—

- 1. Secondary Teacher's Certificate (S.T.C.) of the Educational Department.
- 2. Teachers' Diploma (T.D.) of the Bombay University.
- 3. Bachelor of Teaching (B.T.) degree of the Bombay University.
- 4. A Primary Training Certificate (for a Matriculate teacher only).
- 5. Any other qualification which Government may prescribe as a training qualification equivalent to the above qualifications.

6. In as much as it is very inadvisable to have the same examination for graduates as well as undergraduates, it is recommended that the S.T.C. examination should be divided into senior and junior grades. The senior examination should be offered only by the graduates and they may write their papers in English as at present. If necessary the course may be raised.

Persons who have passed the Matriculation Examination of the Bombay and other Universities and the S.L.C. and Lokashala examinations conducted by the Education Department of the Bombay Government should be held eligible for the Junior S.T.C. examination and may write their papers in any of the regional languages including English in the case of those whose mother-tongue is other than any of the languages of the Province. The course of studies for this junior examination may be simplified and made more practical.

7. In view of the fact that time scales are proposed by us only for those teachers who have obtained training qualifications, it is quite essential that adequate provision for training in different parts of the Province should be available for untrained teachers to get themselves trained as early as possible.

We, therefore, recommend that Government should adopt all possible measures to provide training facilities by starting private training colleges for B.T. and T.D. on a liberal scale, and encouraging educational bodies to open new training colleges in areas and places where they are in demand.

We also suggest that Government should encourage managements of schools to conduct S.T.C. classes individually or jointly by giving them adequate grant-in-aid.

It is also further suggested that in places where S.T.C. Classes are not within reach of untrained teachers, Government should adopt a system of rewards to heads of schools and senior teachers who may guide teachers for their S.T.C. examination with the approval of the Educational Inspectors.

8. We recommend that Government should encourage managements to depute their teachers for training with a deputation allowance and should pay an *ad hoc* grant on such expenditure at a rate higher than that adopted in the case of maintenance grants.

9. We are of the opinion that Secondary teachers in Government schools and those who serve in recognised private secondary schools in the Province should be treated on a par so far as their pay scales are concerned in as much as both perform identical duties.

10. We recommend that in recruiting educational officers for Government service the claims of competent and well-qualified teachers in private secondary schools should be duly considered and their previous service should be taken into account in fixing their salaries as Government servants.

11. We suggest the following basic pay scales for secondary teachers throughout the Province—

1. Matriculate or S.L.C. ... ..	Rs. 50—3/2—56 (4 years).
Matriculate or S.L.C. with S.T.C. or T.D.	Rs. 56—2—80—E.B.—4—120 (22 years).
2. Intermediate ... ..	Rs. 56—2—62 (3 years).
Intermediate with S.T.C. or T.D.	Rs. 62—3—92—E.B.—4—140 (22 years).
3. Graduate ... ..	Rs. 70—2—74 (2 years).
Graduate with S.T.C. or T.D.	Rs. 74—4—114—E.B.—4—130—6—160 (20 years).
Graduate with B.T. ... ..	Rs. 80—5—130—E.B.—6—160—8—200 (20 years).

12. We suggest the following special allowances for high cost of living for the areas mentioned below :—

Pay ranging from		Bombay and Suburbs.	Ahmedabad, Poona, Surat and Sho'apur.
		Rs.	Rs.
Rs. 50 to 80 per mensem	... ..	20	10
Rs. 81 to 140 per mensem	... ..	25	15
Rs. 141 to 200 per mensem	... ..	30	20

13. We propose the following scales for *full-time* teachers for special subjects :—

A teacher of Drawing holding Drawing Matric S.T.C. scale.  
Teacher's Certificate.

A teacher of Drawing holding Matric S.T.C. scale.  
Intermediate S.T.C. scale.  
Certificate.

A teacher of Drawing holding A. M. Certificate.  
B.A., S.T.C. scale.

Physical Instructor with approved qualifications.  
Matric S.T.C. scale.

14. It is desirable that Art Education should have an important place in Secondary Education and Art Teachers a definite and respectable status among secondary teachers.

We, therefore, suggest that Government should institute public examinations of varying grades in Music, Needlework, Embroidery and other Fine Arts and should devise suitable pay scales for such teachers according to these graded qualifications.

In the meantime pay scales for individual Art teachers (except for Drawing) should be fixed on their individual merit, provided that no Art Teacher gets less than a Matriculate with S.T.C.

15. In order to encourage graduates with higher attainments to join the teaching profession and also to induce them to acquire higher academic qualifications while in service, we recommend that advance increments at the rates specified below should be given to such teachers in their scales.

Higher attainments.	Increments.
Second Class Honours in the first degree.	Rs. 4 for a graduate with or without S.T.C. and Rs. 5 for a graduate with B.T.
First Class Honours in the first degree ...	Rs. 8 for a graduate with or without S.T.C. and Rs. 10 for a graduate with B.T.
Master's Degree	... Rs. 8 for a graduate with or without S.T.C. and Rs. 10 for a graduate with B.T.

16. We have proposed the same pay scales for men and women teachers, as we do not see any reasons, educational or otherwise, to make a distinction. In places where it may be difficult to secure the services of women teachers, our proposal to allow managements to give advance increments up to 4 to any teacher, man or woman, should meet the difficulty.

17. Both the Management and the Educational Inspector or his representative should jointly come to a decision as to whether a teacher should cross the efficiency bar or not. In case the decision is adverse to the teacher, the reasons should be communicated to him in writing. He should, however, be allowed to cross the bar in any subsequent year in which he shows improvement. When there is a difference of opinion between the Management and the Inspector, the case should be referred to the Director of Public Instruction whose decision shall be final.

18. It is quite essential that the posts of heads of schools should be filled with the utmost care and consideration and that the best qualified and most competent persons should get these key posts.

We consider it as very essential that the Education Department should have an effective voice in these appointments and we suggest that no such appointments should be made by the managements except with the previous approval of the Department.

19. We do not recommend a pay scale for heads of Middle schools. They may be given a fixed allowance ranging from Rs. 20 to Rs. 35 over their pay scale as teachers according to the size of the school, the qualifications and experience of the Head and the financial condition of the management, with the previous approval of the Education Department.

20. We do not propose to suggest detailed incremental scales for the Heads of High Schools. The following four broad scales are suggested. Management may be allowed, with the sanction of the Education Department, to adopt any of them with due consideration for the size of the school, their financial condition, the qualifications and experience of the candidate and the type of work which the management aims at.

Managements which prefer to give special Duty allowance to the Head on the prescribed pay scales for teachers instead of an independent scale should be allowed to do so—

			Scales.	Duty allowance.
Class IV	...	...	Rs. 150—250	Rs. 30—50
Class III	...	...	Rs. 200—300	Rs. 50—100
Class II	...	...	Rs. 250—400	Rs. 75—125
Class I	...	...	Rs. 350—500	Rs. 125—200

Heads of schools should also be given a local allowance for higher cost of living as follows :—

Rs.	Range of pay inclusive of duty allowance.			Bombay and Suburbs.	Ahmedabad, Poona, Surat and Sholapur.
	Rs.			Rs.	Rs.
150—200	...	...	...	30	20
200—300	...	...	...	35	25
300 and over	...	...	...	40	30

21. Some managements of large-sized schools follow the practice of having two Heads with varying designations such as Principal, Superintendent, Head Master with separate duties allotted to them.

The practice is, in our opinion, sound and should be recognised.

We suggest that the senior Head should be given the scale or the special allowance which would be reasonable for the size and the type of the school and the junior Head a lower scale or allowance, out of the four classes proposed by us with the previous approval of the Department.

22. It is necessary to provide supervising and administrative posts below the Head in the case of large-sized schools.

We make the following proposals :—

(i) For a Secondary school with 10 or less than 10 classes, no such supervisors are, in our opinion, necessary, as the Head Master should be able to direct and supervise the work of his assistants and also attend to his administrative duties in such small schools. This does not, of course, preclude his allotting different duties to his assistants according to their qualifications.

(ii) In the case of schools with more than 10 classes, the management may be allowed to have one or more but not exceeding four supervisory posts below the Head Master, with allowances ranging from Rs. 20 to Rs. 50 per mensem with the previous approval of the Department.

All supervisors must do fair amount of teaching work and should be duly qualified to discharge the supervisory duties.

23. We suggest that Middle schools teaching up to the 5th standard be exempted from the operation of the prescribed pay scale for a period of three years, with the exception of those who may volunteer to adopt them earlier. The proposed fee rates should, however, be made applicable to them in order to enable them in course of time to adopt the prescribed pay scales also.

24. The pay scales proposed by us are for the purpose of Government grant-in-aid. There should be no objection to managements of Secondary schools giving higher scales of pay, provided the extra expenditure thus incurred is treated as inadmissible for a Government grant.

The scales proposed by us are the minima which secondary teachers with different qualifications ought to get. We suggest that the Department should not ordinarily exempt managements from the operation of the prescribed scales except under very special circumstances. Such exemption should be only for a limited period, say, three years.

25. The pay scales proposed by us are within the general frame work of the grant-in-aid system. We know that some schools catering for the well-to-do give better scales to their teachers. Such schools are not many but their cases must be duly considered.

“ We recommend that if such schools or other types of schools do not seek Government grant they should be allowed to adopt their own pay scales and fee rates with the approval of the Education Department.

26. Though Managements may not be allowed to deviate from the prescribed scales of pay, there should be no objection on the part of the Education Department to managements giving advance increments ordinarily up to four at the start to teachers in places and areas where it may be difficult to secure teachers with proper qualifications on the prescribed initial salaries.

27. We suggest the following procedure for fixing the salaries of teachers in the proposed scale :—

1. Service in schools which *are* on the recognised list on the day on which the revised scales come into force should be counted for the purpose of refixation of pay. The onus of giving satisfaction regarding the period of service to the management shall lie on the teacher concerned.
2. Teachers who have put in a service of fifteen years or more in schools which are on the recognised list on the day on which these scales come into force should be deemed to have obtained the S. T. C. and they should be placed in the S. T. C. scale from the date on which they complete 15 years' service. Service prior to such date shall be treated as untrained.
3. A teacher should be brought up to the minimum of the new scale due to him, in case his present salary is less.
4. Credit for service up to 15 years immediately preceding the date of the adoption of the new scales, should be given in such a way that a teacher may get one increment for every completed service of three years. For "trained" and "untrained" parts of service during this maximum period of 15 years to be credited for, increments should be calculated as shown in the following table :—

	Untrained.	S. T. C. or T. D.	B. T.
Patric ... ..	Rs. 1½ per year	Rs. 2 per annum for the first 12 years and then Rs. 4 per annum.	
'Intermediate' ... ..	Rs. 2 per year	Rs. 3 per annum for the first 10 years and Rs. 4 per annum for the remaining.	
Graduate ... ..	Rs. 2 per year	Rs. 4 per year	Rs. 5 per year

The total amount of increments thus worked out according to the table given above should be divided by three. The resultant (excluding fractions) will represent the amount to be added by way of adjustment to the present pay or the minimum of the new scales, whichever is greater, provided that salary so refixed shall not exceed the salary which the teacher would have obtained if his entire service had been in the new scale or scales.

28. Though the proposed scales will be higher than most of the scales in operation in the Province, it is likely that a few managements may be giving more favourable pay scales to their teachers. The revised pay of such teachers together with the local allowances due to them may, perhaps, in some cases, fall short of the actual pay they are receiving to-day. Such cases will have to be carefully examined while fixing the pays of teachers in the new scales.

29. Some managements follow a system of Life-members or Life-workers, who volunteer to accept salaries at low or moderate rates compared to what they may be eligible for. There are also teachers under an oath of poverty like the Catholic

priests. We feel that this is a very commendable practice which Government should encourage. It is suggested that such teachers may be allowed what are called "nominal" salaries according to their qualifications and worth and a part or whole of these they may return to their management, provided Government are satisfied that such cases are genuine and involve no element of force.

30. We suggest the following minimum tuition fee rates for different areas :—

	Lowest class. Rs.	Highest class. Rs.
(i) Bombay City and Suburbs ...	5	8
(ii) Ahmedabad, Poona, Surat and Sholapur.	4	7
(iii) Municipal towns ... } ... } ... }	3	6
(iv) Rural areas. ... }		

We hope that schools which are charging fees at higher rates will not ordinarily bring them down and those which can, will adopt higher rates in order that they may be able to give their teachers the prescribed pay scales, employ better qualified teachers, provide modern equipment and generally maintain a high standard of work.

31. Schools should not, in future, be allowed to charge extra fees for drawing, physical education, supply of water, library, etc. which are normal items of school expenditure. They should, however, be allowed to charge per term a consolidated term fee up to an amount equal to the monthly tuition fee charged in the lowest class in the school, for expenses on incidental and extra items such as medical inspection, visual instruction, school magazine, examination expenses, travelling expenses of teachers accompanying school children on excursions, contribution to educational or athletic associations and attendance at educational conferences, school functions and festivals, inter-class or inter-school tournaments.

The amount of this term fee should be at the disposal of the Head of the school. This term fee should not be merged in the tuition fee. A separate account of the receipts and expenditure should be maintained and the surplus, if any, should be carried over to the next year.

It should, however, be seen that schools do not go on accumulating the term fees and laying by substantial surpluses. They should not be allowed to charge more on this account than what they propose to spend in a year.

32. Schools may charge extra tuition fees for technical, vocational or other practical courses or subjects, if introduced by them, with the previous permission of the Department.

33. In the case of schools located in industrial areas and attended largely by children of the labouring classes, it should be permissible to the managements to charge 25 per cent. less than the prescribed rates of tuition fees to such children as are found to be in need of such concession and Government should give the management special fee grants to make up for the loss.

34. Schools should be allowed as at present to give free studentships up to 15 per cent. and may be allowed to increase this percentage with the previous approval of the Education Department.



35. It does not seem necessary that free studentships should be awarded at full or half rates as is usually done at present. A more equitable method, which is lately being followed in England, would be to distribute the amount at varying rates over a larger number of pupils according to the capacity of the guardians to pay for the tuition of their wards.

36. As the introduction of the standard pay scales proposed by us is likely to compel some managements to reduce the percentage of free studentships which they at present provide in their schools, it seems essential to us that Government should undertake the responsibility of providing free places to poor but deserving pupils in secondary schools up to 5 per cent. of the total pupils under instruction in the recognised secondary schools of the Province.

37. We consider grant on a suitable percentage basis on approved expenditure as the most satisfactory system of grant-in-aid to secondary schools.

In view of the difficulties and handicaps of rural areas and also in view of the necessity of bringing these areas educationally in line with cities and towns, we strongly urge that Government should give such schools either the prescribed percentage grant on approved expenditure or a grant equal to their deficit whichever is greater.

38. It would not be possible for the Committee, with the data available to them, to suggest a definite percentage of a grant-in-aid which would meet the requirements of all kinds of schools. Any percentage, which may be fixed, would leave some schools with some deficit while other schools may have a surplus, as all this will depend upon fee receipts, expenditure on teachers' salaries and school rents which would vary not only from area to area but from one school to another in the same locality.

We, however, feel that a grant at thirty-three and one-third per cent. of the approved expenditure should meet the reasonable requirements of a majority of the schools at least at the initial stage. The introduction of basic pay scales for the whole of the Province would, however, entail the necessity of reviewing the position periodically, to fix a satisfactory percentage of grant-in-aid as well as the fee scales to meet the growing cost of the time scales of pay.

39. A percentage grant of one-third of the approved expenditure may leave surpluses with some schools, proprietary as well as non-proprietary. We consider a surplus of ten per cent. (which would ordinarily cover a month's expenditure of a school) of the total expenditure of the school for the particular year as reasonable and legitimate and would allow the management to lay it by as a reserve fund to be utilized for recurring as well as non-recurring school expenditure from time to time. Any surplus over and above this ten per cent. may be treated as unapproved and an equivalent amount from the maintenance grant deducted. Government may, however, allow schools a surplus at a higher percentage if managements give reasons acceptable to them.

40. Schools should not be allowed to build up such a reserve fund out of surpluses exceeding their six months' total expenditure.

41. In the case of such schools in A and B areas in respect of which the proposed percentage grant may be found inadequate, it is suggested that the deficit should be met by managements increasing fees and securing donations, etc., and Government giving extra grant in the proportion of 1.2. Schools charging the normal rates of fees but having a high proportion of senior and graduate teachers on their staffs would come under this category.

42. In the case of schools in the C (small Municipal towns) area which may have a deficit on the prescribed percentage grant, we make the following proposals :—

(a) If there are two or more schools in small localities all maintaining small classes and realising inadequate fee receipts, efforts should be made by the Department to either amalgamate some of them or arrange that each one maintains a separate section.

(b) If amalgamation is not possible or desirable, the deficit may be met by increased fees, donations, etc., and an additional special grant in the proportion of 1 to 3.

(c) When there is only one school having a deficit, it may be met in the same way as shown in (b) above.

43. Schools intended for the rich which pay their teachers at higher rates and also charge fees at rates *one and a half times higher* than those prescribed should be treated as institutions beyond the sphere of the normal grant-in-aid system.

If any such schools apply for a Government grant their cases should be considered individually on their own merit and a suitable grant given to them on approved expenditure after due consideration of their extra income from fees, endowments, etc., and the extra expenditure on salaries and other items, provided further that the grant thus given does not exceed the grant which would be due on the prescribed percentage grant on standardised expenditure.

44. Girls' schools generally suffer from the handicap of inadequate numbers and fee receipts. Their cases will, however, be covered by our proposals to meet the deficit by increased fees and additional grants in different proportions in different areas. No differential treatment to Girls' schools as such is, in our opinion, necessary in A and B areas. In C and D areas, however, girls' education has not made much progress and therefore the present practice of giving higher percentage grants to girls' schools may be continued in their case.

45. We are not in favour of separate grants on Drawing and Physical Education. These two subjects form an integral part of general education and expenditure on them should be included in the general approved expenditure on which maintenance grant is given.

46. We recommend that expenditure on equipment should not be shown separately but should be part of the normal expenditure of a school which should be admissible for a maintenance grant on the prescribed percentage basis.

47. We are of opinion that it would be premature and undesirable to grade Secondary schools for purposes of grants at this stage, when the more urgent problem is to assist new schools in raising their general standard and to give special encouragement to areas where secondary education has not made much headway. The question may be taken up when secondary schools are properly stabilised under the proposed scheme of pays, fees and grants throughout the Province.

48. It is very difficult to define a proprietary school in unambiguous and clear terms, which would cover all cases. It would, however, serve the purpose if they are defined as schools under a management not registered under the Societies' Registration Act.

49. There is no need, in our opinion, to treat what are called Proprietary schools on a differential basis for purposes of Government grant, as free rates and surpluses, if any, would be controlled under our proposals.

50. We recommend that no proprietor should be allowed to work either as a Head Master or Assistant teacher unless he is properly qualified to do so; nor should any of his relatives be allowed similar privileges.

51. It is essential that the Secondary school system of the Province should be closely knit and well-integrated. It is not desirable, therefore, that denominational or racial schools should deviate from the general national system of Education and get State help on more favourable basis.

We feel that time has now arrived to review the system of grant-in-aid to the secondary schools for European children and bring them in the general line. As the European children in these schools will, in future, be a very minor group, it would be wrong to call them "European" schools. They may be brought under the wider category of "English teaching" schools. These schools may adopt the proposed pay scales or may be allowed to modify them according to their requirements with the permission of the Department.

52. We presume that the *ad hoc* Committee on Technical Education appointed by Government will deal in detail with the question of grant-in-aid to Technical or Vocational schools. We would, however, generally suggest that Government should give very liberal grants—recurring as well as non-recurring—to encourage private managements to undertake such costly experiments.

53. A school may not be a full-fledged vocational institution; but may, while imparting general education in a substantial measure, provide courses of manual training, handwork, craftwork, agriculture and/or allied occupations, commercial subjects, Fine Arts, Homecraft, etc. Government should encourage schools to introduce such extra courses by giving special grants (especially equipment and other non-recurring grants) to the extent of two-thirds of the expenditure.

54. The Night schools are very useful institutions, which deserve special encouragement for their development and expansion over a wider area.

We suggest that these schools may be given grants up to 50 per cent. of their approved expenditure, as their fee income is generally insufficient and sometimes nominal.

These schools should be exempted from the operation of the prescribed pay scales and fee rates.

55. The number of full-time teachers including the Head Master and special teachers to the number of classes should be between 1.3 to 1.5 according to the size and the optional subjects taught in the school.

56. We recommend that the residential school should be considered and treated as a useful type of school and the Government should admit a part of the hostel expenses for a grant. The pupils should pay for their boarding which would include salaries of cooks and servants; but the rent of the hostel buildings, the salaries or allowances of the rector and his assistants, if any, and other necessary expenses connected with the proper management of the hostels should be admitted for Government grant. It is also essential that the Inspecting Officer should inspect the hostels critically and offer his suggestions.

57. Government should adopt a long range policy of construction of school buildings for secondary schools especially in rural and semi-rural areas. Standard plans and estimates for buildings of different sizes and types may be prepared and building grants and loans (to be recovered by suitable instalments) may be promised to managements.

We also suggest that Government should encourage managements of schools, especially at places where teachers experience difficulties in getting suitable houses, to construct quarters for them in the vicinity of school buildings so that it may also be possible for schools to develop as community centres.

58. We suggest that aided schools of not less than five years' standing should be given the maintenance grant in two or three suitable instalments to enable them to meet their expenses. Newly started schools are generally more in need of such help. We suggest that even in their cases if Government are satisfied about their stability, maintenance grant may be given in 2 or 3 instalments.

59. Managements of schools will find it difficult to pay for their current expenses during the year when the proposed scales will be introduced, if the present procedure of giving maintenance grant at the end of the year on previous year's expenditure is followed in that year.

It is, therefore, suggested that during this year grant in two or three suitable instalments based on the *estimated* expenditure of that year should be given to the schools.

60. It is quite essential that the Education Department should make satisfactory and adequate arrangements for the annual inspection of the school accounts. They should send only the senior and experienced clerk or clerks with special qualifications or training to inspect the accounts and should make necessary adjustments and appointments to provide each Division with at least two such clerks.

We suggest that a short training course should be conducted immediately by the Director of Public Instruction to train such clerks and an experienced and specialist officer or officers should conduct the class.

61. A number of items of expenditure of direct educational value are treated as inadmissible for purposes of Government grant. It is necessary that the Department should revise the list of such items and reduce it to the minimum in order that schools may not be prevented from incurring expenditure which would be desirable on educational grounds.

We also suggest that a memo. of inadmissible expenditure should be supplied to the schools within a fortnight after the inspection and their representations, if any, should be taken into account before the final decision is taken.

62. We do not consider it desirable that teachers who are not life-members or have no financial responsibilities for the conduct of the school should be given, as a matter of right, places on the executive committees or governing bodies of schools as the relation between these committees and the teachers is that of the employer and the employee. We would, however, urge that the Head Master of the school should be ex-officio Secretary, or Joint or Assistant Secretary of the Managing Committee and should have the right to attend the meetings, take part in the discussion and keep record of the proceedings of such meetings.

63. We stress the necessity of Heads of schools and teachers coming in intimate contact with one another and conducting the school as a well-disciplined team. We would urge regular and frequent staff meetings to discuss questions of administration and educational planning and appointment of teachers' committees to carry on work in respect of the different branches of school organisation. We would also suggest that the budget estimates of the school should be placed before the teachers and explained to them by the Head Master or the Secretary if the

Head Master does not hold that post and the teachers should be invited to offer their suggestions and comments.

64. We do not favour the idea of Unions of teachers of individual schools. It should be, however, permissible for teachers to form wider associations representing a number of schools in a particular region or locality. Government may, after due enquiry, recognised such Associations and should consult them on important questions concerning Secondary education and teachers.

65. The question of the administration of Municipal High Schools requires careful examination. It is suggested that the Municipal School Committee in charge of the High School should have full powers for the general administration of the school including appointments of teachers and should be formed on the following lines :

- (i) The Head of the High School and not the Chief Officer shall be the *ex-officio* Secretary of the Committee,
- (ii) The minimum qualifications of the members of the Committee shall be Matriculation or an equivalent examination,
- (iii) There should be one woman member, if the school admits girls,
- (iv) There should be one member on the Committee who should be a guardian but not a municipal member.

It is also necessary that the Head Master of the Municipal High School should have complete power for the internal administration of the school.

66. We suggest that special arrangements should be made by the Department to attend to the grievances and complaints of the teachers as well as Managements. Complaints of a minor or routine nature may be dealt with by the Educational Inspector or the Inspectress as at present, but all major complaints affecting the permanent interests of teachers such as dismissal, discharge, reduction, supersession, etc., should be referred to a Court of Arbitrators for each Educational Division comprising the Educational Inspector as the Convener and two or three eminent persons including women not connected with schools in any capacity. The decisions of these Courts should be final and should be accepted by both the parties.

67. Instead of recommending increase in the rate of contributions to the Provident Fund as demanded by the teachers, we would recommend that the managements and Government should both contribute, along with teachers substantially towards a scheme of life-insurance and/or gratuity.

68. We recommend that steps should be taken to secure a higher rate of interest on the Provident Fund Contributions.

69. We feel that the following additions and modifications in the model rules would be desirable :

(a) Sick-leave—Substitute Rule No. 10 (b) 'Other leave' by the following rule :—

"Leave on medical certificate on full average pay not exceeding three months at any one time at the rate of  $\frac{1}{22}$  of active duty may be granted, the total period of such leave being limited to 12 months in the whole service. A medical certificate shall be produced by the teacher from the Civil Surgeon or a registered medical practitioner named by the management of the school.

70. We make the following detailed proposals to control and regularise the private tuition work of teacher :—

1. Heads of schools must not do any private tuition.
2. No teacher should be allowed to do private tuition for more than two hours a day and should not teach more than five pupils during period.
3. Teachers must obtain previous permission of the Head Master before they undertake any tuition. They should give the necessary information to the Head Master who should keep a register of the tuition work done by all members of the staff showing the names of the pupils, the standards in which they are studying and the remuneration for each tuition. This register should be open to inspection by the Inspecting Officer.
4. Coaching classes conducted directly or indirectly by the teachers should be prohibited and no recognised school should be allowed to accommodate such classes in their buildings. When the number of pupils taking private tuition exceeds five, it should be considered a coaching class.

71. We recommend that it would be desirable if well-established schools with the permission of the Education Department arrange for special or separate instruction of pupils who may be weak in some subjects or may be dull and cannot keep pace with other pupils in the class. The number of pupils in such special classes should not ordinarily exceed 15 and the time, one hour. We suggest that schools should charge extra fee for such classes and the expenditure should be admitted for Government grant. The account of receipts and expenditure of such classes should be kept separate.

72. A full-time teacher should be expected to be on the school premises for 32 hours in a week exclusive of the recess intervals. Of these hours he should be doing actual teaching work for about 22 hours, the remainder being utilised for free periods, relief duty, extra-curricular activities or such other work as the Head of the school may direct.

73. We recommend that if a teacher wants to apply for a situation in any other school or office, he must forward his application through the Head of the school in which he may be serving, and in the case of a Head of a school such application should be forwarded through the proper school authority.

74. We suggest that the following rule should be added to the Model Rules at an appropriate place—

“The Management must give a Discharge Certificate to a teacher who leaves service after due notice. No school shall employ a teacher unless he produces a Discharge Certificate from his previous employer.

75. We propose to add the following rule to the Model Rules :—

“A full-time secondary teacher should be entitled to have free secondary education for his sons and daughters in a secondary school or schools conducted by the management subject to satisfactory attendance, progress and conduct.

76. We recommend that teachers, who are about 45 years of age on the date of the introduction of the proposed scales, are not likely to reach the upper range of the scales. They should, therefore, be continued in service till they complete at least 58 years, if the management is satisfied that they are physically and mentally fit to carry on their duties as teachers

## APPENDIX I

*Secondary Schools Committee,  
Appointment of—*

## GOVERNMENT OF BOMBAY.

## EDUCATION AND INDUSTRIES DEPARTMENT.

Resolution No. 6803.

Bombay Castle, 15th May 1947.

## RESOLUTION OF GOVERNMENT.

Government is pleased to appoint a Committee consisting of the following members to examine various questions with regard to Secondary schools in the Province :—

Mr. R. V. Parulekar.

Mr. V. D. Ghate, Deputy Director of Public Instruction.

The Secretary, Board of Secondary Education will be Secretary to the Committee.

2. The terms of reference are as follows :—

1. What would be the most satisfactory system of grant-in-aid to Secondary schools which would ensure adequate assistance and encouragement to managements and also prevent them from profiteering at the cost of the Department and the guardians. Should the grant to Proprietary Schools be on a differential basis; if so, what? and how should such schools be clearly distinguished?
  2. Should any preferential treatment be given to Secondary schools in rural or backward areas or in Mill areas of industrial towns? Similarly to vocational or technical schools? If so, how?
  3. Should there be any provision in the grant-in-aid system for grading schools for purposes of grant-in-aid? How many grades should there be in all and what objective basis should be devised for such grading.
  4. The comparative basis on which salaries of secondary teachers should be fixed, in relation to the salaries of comparable classes of Government servants. What salary scales should be laid down for purposes of a grant-in-aid? Should there be different scales for different localities? Should there be both Minima and Maxima for scales or only one 'standard'?
  5. Should conditions of service of Secondary teachers other than those relating to salaries be regulated and if so, what these conditions should be?
  6. In what way should income from fees be regulated? Should Government pay grant to schools charging higher rates of fees and catering for the rich? Should the grants be graded, in the alternative, varying conversely with fees charged?
  7. Should the present practice of managements charging fees separately for Physical Education, Drawing, Library, Magazine, Supply of drinking water, etc. be discontinued and only one consolidated scale of fees be insisted on?
  8. Should the present practice of separate grants for Physical Education, Drawing, etc. be discontinued?
3. The Committee should be requested to submit its report to Government as early as possible and in any case before the end of June 1947.
4. Mr. Parulekar, the non-official member of the Committee should draw travelling allowance in accordance with the scale proscribed in rule 1 (1) (b) in Appendix XLII-A-Section I, of the Bombay Civil Services Rules as amended by correction slips Nos. 130 and 202. Whenever he actually travels by 1st class by rail he is eligible to draw one first class fare and  $\frac{1}{2}$  the 2nd class fare.

70. We make the following detailed proposals to control and regularise the private tuition work of teacher :—

1. Heads of schools must not do any private tuition.
2. No teacher should be allowed to do private tuition for more than two hours a day and should not teach more than five pupils during period.
3. Teachers must obtain previous permission of the Head Master before they undertake any tuition. They should give the necessary information to the Head Master who should keep a register of the tuition work done by all members of the staff showing the names of the pupils, the standards in which they are studying and the remuneration for each tuition. This register should be open to inspection by the Inspecting Officer.
4. Coaching classes conducted directly or indirectly by the teachers should be prohibited and no recognised school should be allowed to accommodate such classes in their buildings. When the number of pupils taking private tuition exceeds five, it should be considered a coaching class.

71. We recommend that it would be desirable if well-established schools with the permission of the Education Department arrange for special or separate instruction of pupils who may be weak in some subjects or may be dull and cannot keep pace with other pupils in the class. The number of pupils in such special classes should not ordinarily exceed 15 and the time, one hour. We suggest that schools should charge extra fee for such classes and the expenditure should be admitted for Government grant. The account of receipts and expenditure of such classes should be kept separate.

72. A full-time teacher should be expected to be on the school premises for 32 hours in a week exclusive of the recess intervals. Of these hours he should be doing actual teaching work for about 22 hours, the remainder being utilised for free periods, relief duty, extra-curricular activities or such other work as the Head of the school may direct.

73. We recommend that if a teacher wants to apply for a situation in any other school or office, he must forward his application through the Head of the school in which he may be serving, and in the case of a Head of a school such application should be forwarded through the proper school authority.

74. We suggest that the following rule should be added to the Model Rules at an appropriate place—

“The Management must give a Discharge Certificate to a teacher who leaves service after due notice. No school shall employ a teacher unless he produces a Discharge Certificate from his previous employer.

75. We propose to add the following rule to the Model Rules:—

“A full-time secondary teacher should be entitled to have free secondary education for his sons and daughters in a secondary school or schools conducted by the management subject to satisfactory attendance, progress and conduct.

76. We recommend that teachers, who are about 45 years of age on the date of the introduction of the proposed scales, are not likely to reach the upper range of the scales. They should, therefore, be continued in service till they complete at least 58 years, if the management is satisfied that they are physically and mentally fit to carry on their duties as teachers



## APPENDIX I

*Secondary Schools Committee,  
Appointment of—*

## GOVERNMENT OF BOMBAY.

## EDUCATION AND INDUSTRIES DEPARTMENT.

Resolution No. 6803.

Bombay Castle, 15th May 1947.

## RESOLUTION OF GOVERNMENT.

Government is pleased to appoint a Committee consisting of the following members to examine various questions with regard to Secondary schools in the Province:—

Mr. R. V. Parulekar.

Mr. V. D. Ghate, Deputy Director of Public Instruction.

The Secretary, Board of Secondary Education will be Secretary to the Committee.

2. The terms of reference are as follows:—

1. What would be the most satisfactory system of grant-in-aid to Secondary schools which would ensure adequate assistance and encouragement to managements and also prevent them from profiteering at the cost of the Department and the guardians. Should the grant to Proprietary Schools be on a differential basis; if so, what? and how should such schools be clearly distinguished?
2. Should any preferential treatment be given to Secondary schools in rural or backward areas or in Mill areas of industrial towns? Similarly to vocational or technical schools? If so, how?
3. Should there be any provision in the grant-in-aid system for grading schools for purposes of grant-in-aid? How many grades should there be in all and what objective basis should be devised for such grading.
4. The comparative basis on which salaries of secondary teachers should be fixed, in relation to the salaries of comparable classes of Government servants. What salary scales should be laid down for purposes of a grant-in-aid? Should there be different scales for different localities? Should there be both Minima and Maxima for scales or only one 'standard'?
5. Should conditions of service of Secondary teachers other than those relating to salaries be regulated and if so, what these conditions should be?
6. In what way should income from fees be regulated? Should Government pay grant to schools charging higher rates of fees and catering for the rich? Should the grants be graded, in the alternative, varying conversely with fees charged?
7. Should the present practice of managements charging fees separately for Physical Education, Drawing, Library, Magazine, Supply of drinking water, etc. be discontinued and only one consolidated scale of fees be insisted on?
8. Should the present practice of separate grants for Physical Education, Drawing, etc. be discontinued?

3. The Committee should be requested to submit its report to Government as early as possible and in any case before the end of June 1947.

4. Mr. Parulekar, the non-official member of the Committee should draw travelling allowance in accordance with the scale prescribed in rule 1 (1) (b) in Appendix XLII-A-Section I, of the Bombay Civil Services Rules as amended by correction slips Nos. 130 and 202. Whenever he actually travels by 1st class by rail he is eligible to draw one first class fare and  $\frac{1}{2}$ ths 2nd class fare.

5. The Superintendent, Government Printing and Stationery, Bombay, should supply the required stationery and standard forms, etc. and print questionnaire, etc., as and when required by the Committee. The charge on this account should be debited to "37—Education" for the purposes of *pro-forma* account.

By order of the Governor of Bombay,

D. S. JOSHI,  
Joint Secretary to Government.

To

The Director of Public Instruction,

The Superintendent, Government Printing and Stationery,

\*Mr. R. V. Parulekar,

\*Mr. V. D. Ghate, Deputy Director of Public Instruction, Poona.

\* By letter.

## APPENDIX II.

No. S.S.C. 3/2.

Poona, 3rd June 1947.

From

THE SECRETARY,  
 Secondary Schools Committee,  
 C/o The Director of Public Instruction,  
 Bombay Province, Poona 1 ;

To

.....

.....

.....

Sir/Madam,

I have the honour to say that Government have appointed a Secondary Schools Committee under Government Resolution, Education and Industries Department, No. 6803 of 15th May 1947, and referred to it certain questions concerning Secondary schools in the Province. I enclose a copy of the questionnaire issued by the Committee and request that you will please send in your reply to the questionnaire by 15th June 1947, if you wish to represent your views to the Committee.

Your obedient servant,

S. S. MONE,  
 Secretary,  
 Secondary Schools Committee.

## SECONDARY SCHOOLS COMMITTEE, 1947.

## QUESTIONNAIRE.

*N.B.*—Answers to each Section should please be commenced on a separate page.

It is requested that replies should be restricted to the questions proper, as the questions are based on the terms of reference of the Committee.

- I. Name of (a) individual/(b) institution/or (c) association.  
Address.
- II. (a) Qualifications and/or practical experience of educational problems.  
(b) Type of institution, numerical strength, management, etc.  
(c) Strength of membership, registered/unregistered, etc.

## SECTION A.

*(The System of Grant-in-aid.)*

1. Do you consider that the present system of Grant-in-aid to Secondary schools at a percentage of approved expenditure needs to be revised? If so, what, in your opinion, are the defects of the present system and what methods do you suggest to remedy them?

2. What do you consider would be the most satisfactory system of Grant-in-aid to Secondary schools which would ensure adequate assistance and encouragement to managements and also prevent them from profiteering at the cost of the Department?

Do you consider that one of the following methods of assessing Grants-in-aid, singly or in combination with any other, would better achieve the result contemplated above? :—

- (a) Grant-in-aid based partly/wholly on expenditure on teachers' salaries at uniform scales to be prescribed for the purpose.
- (b) Block grants to be fixed for every triennium or quinquennium.
- (c) Percentage grants on each of the major heads of regular school expenditure, e.g., teachers' salaries, rent, equipment, etc.
- (d) Capitation grants based on the number of pupils, teachers, etc.
- (e) Any other method.

3. Should there be any provision in the Grant-in-aid System for grading schools for purposes of Grant-in-aid? If so, how many grades should there be in all and what objective basis would you suggest for such grading?

4. Should any preferential treatment be given to Secondary schools in rural or backward areas or in mill areas of industrial towns? If so, how would you define such areas?  
Should preferential treatment be given also to Vocational or Technical High Schools?

5. Do you consider that Grant-in-aid to proprietary schools should be on a differential basis? If so, on what basis?  
How should such schools be clearly distinguished?

6. To prevent managements of schools from profiteering at the cost of the Department, would you suggest one or more of the following checks :—

- (a) Grants to be limited to the actual deficit,
- (b) Limits on different types of expenditure,
- (c) Any other checks?

7. Do you favour the present practice of separate grants for Physical Education, Drawing, etc., in addition to a maintenance grant? Or would you rather suggest a single consolidated grant?

8. Have you any other modifications to suggest in the Grant-in-aid Code?

## SECTION B.

*(Salaries of Teachers, etc.)*

9. Do you consider that scales of salaries for Secondary teachers should be standardized by Government?

10. What, in your opinion, should be the comparative basis on which salaries of Secondary teachers should be fixed in relation to the salaries of comparable classes of other Government and non-Government employees?

11. What do you consider would be a reasonable scale of salaries for Secondary teachers? Do you consider that this scale should be laid down as a condition for Grant-in-aid?

12. Do you consider that there should be a separate scale of salaries for Heads of Secondary schools or the same scale as that prescribed for Assistant Masters, with a suitable special allowance?

Should the scale of salaries or the special allowance for Heads of schools vary with the size and the locality of the school?

13. Should different scales of salaries for Secondary teachers be laid down for different localities e.g., taluka towns, district towns, industrial towns, etc.? Or would you suggest a uniform basic scale for the whole Province, with local allowances for particular areas?

14. Would you suggest a higher or lower scale of salaries for rural schools and why?

15. Should there be both minima and maxima for scales of salaries or only one "Standard" scale for purposes of Grant-in-aid?

16. Presuming that a reasonable time-scale of salaries is laid down and enforced in all aided schools, do you consider that some check or limit should be imposed on private tuitions and classes by Secondary teachers? If so, what checks or limits would you suggest and how to enforce them?

17. What effective checks would you suggest to eliminate the practice among Secondary teachers of migrating from school to school?

18. Have you any modifications to suggest in the Provident Fund Rules for Secondary teachers framed by the Department? Give detailed reasons in support of the reforms suggested.

19. Have you any modifications to suggest in the conditions prescribed by the Educational Department regarding the maximum number of pupils per class, space per pupil, etc.?

20. In the light of the above, what, in your opinion, should be the proportion of full-time teachers to the number of classes in a Secondary school?

21. Do you consider that it is desirable on educational grounds to provide an upward limit to the total number of pupils in a Secondary school? If so, what limit would you suggest?

22. Should conditions of service of Secondary teachers, other than those mentioned above, be regulated? If so, what should these conditions be?

23. Have you any other constructive suggestions to make that would ensure a sense of stability and security among Secondary teachers and make for harmonious relations between Secondary teachers and school managements?

#### SECTION C.

##### (School fees, etc.)

24. Do you consider that the income of schools from fees should be regulated? If so, in what way?

25. Should the practice at present obtaining in certain schools, of charging fees separately for physical education, drawing, library, magazine, supply of drinking water, etc., be discontinued and only one consolidated fee be insisted on? State the merits of the method advocated by you.

26. Do you consider that Government should lay down (a) minimum and maximum fees or (b) a uniform fee scale for all schools?

27. Should there be different fee scales for (a) different localities and/or (b) different types of schools?

28. Do you consider that Grants-in-aid should be paid to schools charging higher than a prescribed maximum scale of fees? In the alternative, should the grants be graded, varying conversely with fees charged?

29. What other effective method can you suggest of regulating fees so that managements do not profiteer at the cost of the guardians of pupils but at the same time are allowed sufficient latitude to charge fees higher than a minimum fee scale prescribed, in return for special educational amenities?

30. Do you consider that the maximum percentage of free studentships allowed under the Grant-in-aid Code should be modified? If so, to what extent?

31. Do you consider that a minimum percentage of free studentships should be made obligatory on each school receiving a Grant-in-aid from the State?

32. Do you consider that a certain number of free studentships should be ear-marked for pupils of particular classes or communities which are educationally backward? If so, how should such concessions be distributed and what should be the conditions governing the award of these concessions?

33. Do you consider that the children of a Secondary teacher be entitled to free studentships in the school in which the teacher is working? If so, to what extent and under what conditions? Should the maximum percentage of free studentships allowed under the Grant-in-aid Code, be inclusive of the free studentships intended for the children of Secondary teachers?

34. Do you favour the practice at present obtaining in some Secondary schools of holding school in shifts to meet the situation created by lack of accommodation and the growing demand for Secondary education? If not, what alternative arrangement would you suggest to meet the situation?

35. Would you recommend the adoption of the system of holding school in two shifts, in view of (a) the saving effected in expenditure on rent, equipment, etc., and (b) the opportunity offered by the system to teachers to earn additional remuneration by working in both the shifts up to a maximum number of hours per week?

## APPENDIX III.

*List of Educational Associations and Institutions from which written replies to the Committee's Questionnaire were received.*

(The asterisk mark shows that the Association gave also *oral* evidence).

## A. Associations.

1. The Bombay Provincial Federation of Head Masters' Association, Bombay.
- \*2. Bombay North and Suburban Secondary Teachers Association, Bombay.
- \*3. The Headmasters' Association of Bombay and Bombay Suburbs, Bombay.
- \*4. Indian Education Society's Assistant Teachers' Union, Bombay.
5. Maharashtra Libraries' Association, Dadar, Bombay.
6. R. M. Bhatt High School Assistant Teachers' Union, Parel, Bombay.
- \*7. The Federation of the Bombay and Suburban Assistant Teachers' Unions, Bombay.
- \*8. G. E. Institute, Dadar, Bombay.
- \*9. Poona Secondary Teachers Association, Poona.
- \*10. Secondary Schools Headmasters' Association, Poona, City and District.
- \*11. The Deccan Education Society, Poona.
- \*12. Maharashtra Girls' Education Society, Poona.
- \*13. Khandesh Teachers' Association, Amalner.
14. The Head Masters' Association of East Khandesh, Jalgaon.
15. Secondary Schools Headmasters' Association, Satara District and the neighbouring States, Satara.
16. Staff Association, New English School, Satara.
17. Secondary Teachers' Association, Ahmednagar.
18. Provincial Association of Municipal Secondary Schools Headmasters, Bhusaval.
- \*19. Ahmedabad Head Masters' Association, Ahmedabad.
- \*20. The Association of the Unions of Subordinate Educational Service; N. D., and G. S. B. D., Broach.
21. Kaira District Secondary Teachers' Association Kaira.
- \*22. Ahmedabad Secondary Teachers' Association, Ahmedabad.
23. Nadiad Secondary Teachers' Association Nadiad.
24. The Board of Teachers, United English School, Chiplun.
25. Konkan Education Society's Teachers' Association, Mahad.
- \*26. Karnatak Secondary Teachers' Association, Hubli.
27. The Bijapur Secondary Teachers' Association, Bijapur.
28. The Board of Head Masters, Secondary Schools, Bijapur, District Bijapur.

- \*29. Dharwar Secondary Teachers' Association, Dharwar.
- \*30. Karnatak Head Masters' Association, Belgaum.
- 31. Head Masters' Association, Sholapur.
- \*32. Board of Head Masters, District Belgaum, Belgaum.
- \*33. Secondary Teachers' Association, Belgaum.
- 34. Secondary Education Society, Surat.
- \*35. Nutan Shikshak Sangh, Surat.
- 36. Konkan Education Society, Alibag.

*B. Institutions.*

- \*1. G. E. Society's D. G. T. High School, Bombay.
- 2. Bharda New High School, Bombay.
- 3. Pioneer Public School, Bombay.
- 4. The Modern School, Bombay 4.
- 5. Saraswati High School, Lalbag, Bombay.
- 6. Dr. Antonio Da Silva High School, Dadar, Bombay.
- 7. Convent High School, Bombay 8.
- 8. Convent of Jesus and Mary High School, Bombay 1.
- 9. St. Philomena High School, Dadar, Bombay.
- 10. St. Anne's High School, Bombay 8.
- 11. St. Michael's High School, Bombay 16.
- 12. St. Mary's High School, Bombay 10.
- 13. South Indian Education Society's High School, Bombay 19.
- 14. Queen Mary High School, Bombay 4.
- 15. Girgaon New English School for Boys and Girls, Bombay 4.
- 16. Esplanade High School, Bombay 1.
- 17. People's Education Society's Maharashtra High School, Bombay 13.
- 18. Babu Pannalal P. Jain High School, Bombay 3.
- 19. Hansaraj Morarjee Public School, Andheri.
- 20. Municipal High School, Bandra.
- 21. Bombay Scottish Orphanage Society's School, Mahim, Bombay.
- 22. Balmohan Vidya Mandir, Dadar, Bombay 28.
- 23. Gokhale Education Society's Parel Night High School, Parel, Bombay.
- 24. Municipal Marathi Secondary Middle School, Ghatkopar.
- 25. Shree V. C. Gurukul High School, Ghatkopar.
- 26. R. M. Bhatt High School, Parel, Bombay 12.

27. St. Peter's High School, Bombay 10.
28. St. Stanislaus' High School, Fandra, Bombay 20.
29. Ambarnath Education Society's English School, Ambarnath.
30. B. P. M. High School, Khar.
31. M. M. Pupils' Own School and Eharda Mandir, Khar.
32. High School for Indian Girls, Poona.
- \*33. Modern High School, Poona 5.
34. Nandanvan Vidyalaya, Poona.
35. Sardar Dastur N. High School, Poona 1.
36. Poona English School, Poona.
37. Mahilashram High School, Hingne, Poona 4.
38. Sardar Dastur Hoshang Boys' High School, Poona.
39. N. M. V. High School, Poona.
40. Ahalyadevi High School for Girls, Poona 2.
41. Ornellas High School, Poona.
42. New English School, Poona.
43. St. Anne's High School, Poona.
44. A. V. Graha's Maharashtra Vidyalaya, Poona.
45. Tilak High School, Karad.
46. Modern High School, Ahmednagar.
47. Kimmin's High School, Fanchgani.
48. Kanyashala High School, Karad.
49. M. E. Society's High School, Baramati.
50. S. G. Vidyalaya, Kopargaon.
51. Rural High School, Puntamba.
52. Dravid High School, Wai.
53. Government Agricultural High School, Satara.
54. New English School, Karmala.
55. A. E. Society's High School, Ahmednagar.
56. G. E. Society's Sir D. M. Petit High School, Sangamner.
57. L. N. S. High School, Jalgaon.
58. Kanyashala, Satara.
59. New School, Junnar.
60. B. E. Society's Belapur High School, Belapur.
61. The Proprietary High School, Ahmedabad.



62. Tutorial High School, Ahmedabad.
63. Shree P. S. Middle School, Ahmedabad.
64. St. Xavier's High School Ahmedabad.
65. City High School, Ahmedabad.
66. Thaker's High School, Ahmedabad.
67. The New High School, Ahmedabad.
68. J. N. New English School, Ahmedabad.
69. I. P. Mission High School, Ahmedabad.
70. Varad Sarvajanic High School, Rayam, Bardoli.
72. V. B. High School, Sunar.
73. Pioneer High School, Anand.
74. Basudiwalla Public High School, Nadiad.
- \*75. R. S. Dalal High School, Broach.
76. Birla and Harjivandas High School, Dhandooka.
- \*77. T. N. T. V. Sarvajanic High School, Surat.
- \*78. I. P. Mission High School, Surat.
- \*79. New English School, Nadiad.
80. City High School, Nadiad.
81. New High School, Dohad.
82. Shree N. M. Vidyalaya, Khadsopa.
83. M. J. S. High School, Kalol.
84. The M. V. English School, Sarua.
85. N. M. Wadia High School, Nargol.
- \*86. Sheth M. R. High School, Kathlal.
- \*87. B. B. B. S. High School, Bardoli.
- \*88. D. C. O. Sarvajanic High School, Pardi.
- \*89. Bai Avabai High School, Bulsar.
- \*90. The Pioneer High School, Broach.
91. Shree Saraswati High School, Nadiad.
92. S. M. High School, Valod.
- \*93. The Union High School, Broach.
94. D. W. Raut English School for Girls, Bassein.
95. R. P. Vagh High School, Bassein.
96. Thomas Paptista High School, Bassein.

97. New Girls' School, Thana.
98. P. R. High School, Dharampur.
99. J. R. City High School, Dhulia.
100. New City School, Dhulia.
101. R. M. School, Chiplun.
102. United English School, Chiplun.
103. Babasaheb Najare High School, Avas.
104. Makhjan English School, Makhjan.
105. New English School, Deorukh.
106. George English School, Vengurla.
107. Private High School, Rajapur.
108. Phatak High School, Ratnagiri.
109. A. S. Desai Topiwalla High School, Malvan.
110. G. I. P. Indian High School, Manmad.
111. Chhatre New English, Manmad.
112. N. L. Adhiya Middle School and K. L. Ponda High School, Dahanu.
113. Municipal High School, Malegaon.
114. Kuchan High School, Sholapur.
115. Lamington High School, Hubli.
- \*116. Gibb High School, Kumta.
117. Sadashivgad High School, Sadashivgad.
118. Government High School, Karwar.
119. New Education Society's Girls' English School, Hubli.
- \*120. Beynon Smith Commercial High School, Belgaum.
121. New English School, Hubli.
122. S. S. High School, Bijapur.
123. V. D. S. T. C. High School, Gadag.
124. Basweshwar High School, Bagalkot.
125. Edward High School, Ankola.
126. Basel Mission High School, Dharwar.
127. New English School, Karwar.
128. Thalakwadi High School, Belgaum.
129. G. A. High School, Belgaum.
130. K. E. Board's High School, Malmaddi (Dharwar).
131. Victoria High School, Dharwar.
132. S. N. H. High School for Girls, Sholapur.
133. Model High School, Navalgund.

134. Convent High School, Hubli.  
 135. St. Joseph's Convent High School, Belgaum.  
 136. Municipal High School, Nandurbar.

Written Evidence from Officers and Individuals.

(The asterisk shows that the officers gave oral evidence also.)

*Officers—*

- Principal, Secondary Training College, Bombay.  
 Inspectress of Girls' Schools, Bombay.  
 Inspectress of Girls' Schools, Poona.  
 Educational Inspector, North East Division.  
 \*Educational Inspector, Central Division.  
 \*Educational Inspector, Northern Division.

*Individuals—*

- Miss Amy B. H. J. Rustomjee, Bombay.  
 Mr. V. N. Bijur, Juhu, Bombay 23.  
 Principal N. G. Naralkar, Bombay.  
 Rev. J. Lobo, Bombay.  
 Mr. M. L. Joshi, Bombay 14.  
 Mr. N. D. Pandit, Bombay 14.  
 Mr. V. T. Bhatkhande, Bombay 28.  
 Mr. B. D. Karve, Poona.  
 Mr. N. T. Chaudhari, Thorgavan (East Khandesh).

*List of Associations and Schools whose representatives gave oral evidence only.*

1. Secondary Teachers' Association, Bombay (South), Bombay.
2. Association of Teachers in English Teaching Schools in Bombay and Suburbs.
3. M. A. High School Staff Union, Andheri.
4. M. E. Society, Poona.
5. Shikshan Prasarak Mandal, Poona.
6. Secondary Teachers' Association, Surat.
7. District Board of Head Masters, Dharwar.
8. D. N. High School, Anand.
9. Sharada High School, Anand.
10. Sheth J. H. Sonavala High School, Mehemadabad.
11. Coronation High School, Uttarsanda.
12. Sheth M. J. High School, Viramgaon.

13. M. Wadia Parsi Girls' High School, Broach.
14. Sarvajanic Girls' High School, Surat.
15. Sarvajanic High School, Bulsar.
16. I. P. Mission Girls' High School, Surat.
17. D. E. Italia High School, Chikhli.
18. Mahila Vidyalaya, Belgaum.
19. Balika Adarsh Vidyalaya, Belgaum.
20. Municipal High School, Nipani.
21. Municipal High School, Bailhongal.
22. Municipal High School, Gokak.
23. Municipal High School, Gadag.
24. V. D. Inkaramrao Chavan High School, Gadag.
25. Maratha Mandal High School, Belgaum.
26. B. K. Model High School, Belgaum.
27. Hindu High School, Karwar.

*Individuals who gave oral evidence.*

1. Mr. Syed Nurullah, Poona.
2. Mr. L. R. Desai, Poona.
3. Principal S. Panandikar, Belgaum.
4. Professor V. P. Khanolkar, Belgaum.
5. Mr. A. N. Sane, Dharwar.
6. Rao Saheb N. D. Abhyankar, Poona.
7. Mr. C. C. Shah, Surat.
8. Principal R. P. Sabnis, Narayangaon.
9. Mr. M. K. Desai, Jalgaon.
10. Principal V. V. Kamat, Poona.
11. Mr. B. N. Vaidya, Bombay.
12. Dr. B. K. Shirodkar, Bombay.
13. Mr. Mudholkar, Dharwar.
14. Mr. Y. M. Juvele, Bombay.
15. Mr. T. H. Shukla, Broach.
16. Mr. K. G. Warty, Belgaum.