



REPORT OF THE  
ELEMENTARY EDUCATION  
REFORM COMMITTEE  
MADRAS STATE

1955

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## CONTENTS

CHAPTER.	PAGES
I Introductory .. .. .	1
II Historical background and progress of elementary education in Madras State.	5
III Survey of the existing conditions .. .. .	7
IV Aims and Objectives .. .. .	13
V. Pattern of education, organization, syllabus and curriculum ..	15
VI Management .. .. .	21
VII Teachers .. .. .	24
VIII Measures for implementing Article 45 of the Constitution of India.	28
IX General—	
(i) Buildings, Land and Equipment .. .. .	31
(ii) Text Books .. .. .	33
(iii) Stagnation and Wastage .. .. .	33
(iv) Pre-primary Education .. .. .	35
(v) Single Teacher Schools .. .. .	37
(vi) Education of the Handicapped .. .. .	38
(vii) Experimental Schools .. .. .	39
(viii) Extra Curricular Activities .. .. .	40
(ix) Parental Co-operation .. .. .	40
(x) Audio-Visual Aids—Museums .. .. .	40-41
(xi) Moral and Religious Instruction .. .. .	41
(xii) Research .. .. .	41
X Inspection .. .. .	42
XI Conclusion .. .. .	44
XII Summary of recommendations .. .. .	46
Note on Basic Education by Sri M. Arunachalam .. .. .	52
Appendices .. .. .	57

# REPORT OF THE ELEMENTARY EDUCATION REFORM COMMITTEE, MADRAS STATE, 1955

## Chapter I

### INTRODUCTORY.

The Elementary Education Reform Committee, Madras State, appointed by the Government of Madras has pleasure in presenting the following report.

1. In pursuance of the announcement made by the Government of Madras in the Legislative Assembly at the time of the withdrawal of the Modified Scheme that Government would take steps for the appointment of a Committee to go into the entire system of Elementary Education, the Elementary Education Reform Committee was constituted as per G.O. Ms. No. 1714, Education, dated 4th December 1954, with the following members:—

(1) Dr. Rm. Alagappa Chettiar, M.A., D.LITT., LL.D., Bar.-at-Law (*Chairman*).

(2) Sri N. D. Sundaravadevelu, Director of Public Instruction, Madras.

(3) Sri S. Minakshisundara Mudaliar, Kalaimagal Kalvi Nilayam, Erode.

(4) Sri K. Arunachalam, Principal, Teachers' Training College, Sri Ramakrishna Vidyalayam.

(5) Sri M. Arunachalam, Headmaster, P. K. Nadar's High School, Tirumangalam.

(6) Sri V. S. Gopalakrishna Ayyar, Headmaster, Sir M. Ct. M. High School, Purasawalkam, Madras.

2. The terms of reference to the Committee were as follows:—

#### TERMS OF REFERENCE.

The Committee is requested to—

(1) Examine the present system of elementary education in this State in all its aspects with particular reference to—

(i) aims, organization, content,

(ii) its relationship to secondary education,

(iii) other allied problems,

(2) suggest ways and means for implementing the directive principle contained in Article 45 of the Constitution, that the State shall endeavour to provide, within a period of ten years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of 14 years, taking into special consideration the following aspects:—

(i) the problem of bringing into school the children of backward and poor classes of people now out of school;

(ii) the special steps to be taken to ensure that pupils who join schools remain there till they undergo the entire course of elementary education;

(iii) the improvements to the system of elementary education suited to the needs and resources of this State;

(iv) the question of conversion of ordinary elementary schools into basic schools; and

(v) the question of qualifications, emoluments and status of teachers; and

(3) consider any other incidental problem relating to elementary education.

3. The first meeting of the Committee was held in the office of the Director of Public Instruction, Madras, on the 15th December 1954 when all the members were present. It was then decided to issue a questionnaire to elicit public opinion. It was also resolved that the Committee should visit all the districts in the State for the purpose of visiting elementary and training schools and interviewing educationists, legislators and other important personages and receiving their evidence. It was felt that the work of the Committee would be greatly facilitated if the assistance and guidance of a few persons from each region of the State interested in education could be secured while visiting educational institutions and interviewing educationists in those areas. The Committee resolved accordingly to co-opt members on a regional basis and the following were co-opted for the regions noted against them:—

- |   |  |
|---|--|
| 1 Rev. D. Thambuswami, Principal,<br>Kallet High School, Triplicane.                | } Madras, Chingleput, South<br>and North Arcot districts.                |
| 2 Sri C. Doriaswami Iyah, Advocate,<br>Vellore.                                     |  |
| 3 Sri K. Sitarama Reddjar, B.A., B.L.,<br>Cuddalore.                                |  |
| 4 Sri K. S. Subramanja Gounder,<br>Konganapuram, Salem district.                    | } Salem, Coimbatore, Nilgiris,<br>Malabar and South<br>Kanara districts. |
| 5 Sri C. S. Rathinasabapathi<br>Mudaliar, Coimbatore.                               |  |
| 6 Rev. A. J. Todman, London<br>Mission, Erode.                                      | } Salem, Coimbatore and<br>Nilgiris districts.                           |
| 7 Sri H. B. Ari Gowder, M.L.A.,<br>Coonoor.   |  |
| 8 Sri P. P. Ummer Koya, M.L.C.,<br>Kozhikode.                                       | } Malabar and South<br>Kanara districts.                                 |
| 9. Srimathi O. C. Srinivasan, retired<br>Director of Public Instruction,<br>Madras. |  |

- |   |  |
|---|--|
| 10 Sri S. Ramalingaswami, B.A., B.L.,<br>Tanjore.   | } Tanjore, Tiruchirappalli<br>and Ramanathapuram<br>districts. |
| 11 Sri P. Doraikannoo Mudaliar,<br>Principal, Alagappa Training<br>College, Ramanathapuram<br>district. |  |
| 12 Sri G. T. Williams, Chairman,<br>T.E.L.C. Education Board,<br>Tiruchirappalli.                       |  |
| 13 Sri P. V. Das, M.A., B.L.,<br>Advocate, Dindigul.  | } Madurai and Tirunelveli<br>districts.                        |
| 14 Rev. Father B. S. Susainathar,<br>Manager, R. C. Schools,<br>Tuticorin.                              |  |

4. Sri K. Sitarama Reddiar who readily accepted to serve on the Committee could not participate in the deliberation of the Committee owing to illness. The Committee is grateful to all the co-opted Members for the valuable assistance rendered by them.

5. As it was thought that visits to the neighbouring States of Travancore-Cochin where shift system is in vogue to some extent, and Mysore, where educational reforms had been introduced recently, Sevagram to study the working of basic education and a meeting with Shri Kaka Sahib Kalelkar, President of the Hindustani Talimi Sangh and Shri Acharya Vinoba Bhava would be of great value, it was resolved to request Government to accord necessary permission.

6. In accordance with the decision taken by the Committee at its first meeting a questionnaire (Appendix I) containing 72 questions covering almost the entire field of elementary education was prepared and copies of the questionnaire were sent to about four thousand individuals and organizations for offering their views. Replies were received from 1,442 individuals and organizations as detailed in Appendix II.

7. The Committee visited all the districts in the State, Travancore-Cochin, Mysore and Orissa States, Sevagram and New Delhi. Apart from visiting educational institutions in each district, educationalists, associations, legislators, representatives of teachers' and managers' associations and unions, authorities of local boards and municipalities and other important personages were interviewed and their evidences were recorded. A few primary schools were visited in the States of Travancore-Cochin and Mysore.

8. The members had also the opportunity of meeting Sri V. Sundararaj Naidu, Director of Public Instruction, Travancore-Cochin, and Sri J. B. Mallaradhya, Director of Public Instruction, Mysore, and getting from them information about the working of the Primary

Education system in the respective States. In the course of their tour in Mysore State the Members had the privilege of meeting Sir and Lady C. V. Raman and Bharata Ratna Sir M. Visweswariah and recording their evidence.

9. The Committee had also had the benefit of discussions with the members of the Secondary Education Committee, Madras State, on the pattern of primary education, and the qualifications and emoluments of teachers. We are grateful to the Chairman Dr. A. Lakshmanaswami Mudaliar, and the other Members of the Secondary Education Committee for having offered their considered views.

10. The Committee visited 155 elementary schools and 12 training schools. It had 32 sittings for interviews and discussions and interviewed 360 individuals and organizations. Lists of institutions visited and individuals and organizations interviewed are found in Appendices III and IV.

11. We took the great privilege of calling on Shri Acharya Vinobaji who happened to be at Kukhudakandy, Orissa State, as we were anxious to get ourselves acquainted with the philosophy of education as envisaged and followed by Acharyaji. We took advantage of our visit to Orissa State, to contact the Director of Public Instruction, Orissa State, and to have the benefit of a discussion on Elementary Education pursued in that State. The work of the Committee could, in our opinion, never have been complete without visiting Sevagram, an important centre of Basic Education, where Gandhiji lived and worked. So we visited Sevagram. There we had the pleasure of meeting Shri E. W. Ariyanayakam who is doing so much pioneering work in the field of Basic Education. The Members of the Committee were able to get a proper perspective of Basic Education and we wish to place on record our grateful thanks to Shri E. W. Ariyanayakam and his fellow workers for the trouble they took in explaining their point of view and the simple and genuine hospitality they gave to the members.

12. We then proceeded to Delhi with the double object of (a) ascertaining the mature views of that eminent personage Shri Kaka Saheb Kalelkar, particularly on Basic Education and (b) meeting the Members of Parliament from Madras State collectively and getting to know from them what their views were on this very vital question of Elementary Education.

13. The Committee expresses its sincere thanks to all those who gave evidence, to those who sent their replies to the questionnaire, to the institutions whose managements afforded all facilities for their being visited by the Committee, to the Governments of Travancore-Cochin, Mysore and Orissa States for the facilities afforded for visiting institutions and interviewing the Directors of Public Instruction. The Committee is also grateful to His Excellency Shri P. S. Kumaraswami Raja, Governor of Orissa, the eminent son of Madras State for the extreme kindness shown by

him to the Committee when it visited Orissa State at Puri, Cuttack and Bhubaneswar. We are grateful to Sri O. V. Alagesan and Srimathi Maragatham Chandrasekaran, Union Deputy Ministers, who were kind enough to participate in our discussions with the Members of Parliament. Our thanks are due in no small measure to the Department of Education of Madras both at the headquarters and in the districts and to the large number of departmental officers at every level who gave unstinted co-operation and assistance to the Committee in the discharge of its work. We shall be thankful if the Government could communicate our heartfelt thanks to all the officers in the department.

14. After completing the visits to various States, the Committee met at Kodaikanal in the third week of May. The co-opted members were also present at this session, by special invitation. The tentative decisions arrived at in this joint meeting were finalized when the Members of the Committee appointed by Government met in Madras in the last week of September.

## Chapter II.

### HISTORICAL BACKGROUND AND PROGRESS OF ELEMENTARY EDUCATION IN MADRAS STATE.

15. A knowledge of the historical background will be helpful for understanding problems of primary education in our State.

16. The indigenous system of education which had been evolved through centuries past held the field throughout our country up to the end of the eighteenth century. It is said that on an average there was a school for every 1,000. In trying to understand the work done by these schools one should remember that they were evolved and practised during a period which preceded the modern trends in education. The teachers in these schools were men of humble attainments; the curricula were mostly restricted to the three R's; and the methods of instruction were mechanical. But the children were taught the three R's in the most economical way and what was taught was drilled into the minds of the pupils and a high standard of attainment in a fairly short period was reached. One important characteristic of this old system was the economy with which children were taught.

17. The indigenous system showed signs of decay at the beginning of the nineteenth century and by the end of that century it disappeared almost completely owing among other causes to the gradual but general impoverishment of the country. The result was that at the beginning of the present century India became very backward in education.

18. Nothing worth mentioning was done in the field of primary education in the nineteenth century, which may be aptly described as a period of neglect. The Charter Act of 1813 compelled the East India Company to accept the responsibility for the education of Indians and to incur an annual expenditure of not less than Rs. 1,00,000 a year for the purpose. This Act marks the beginning of the State system of education in India. Also it encouraged the Company to admit missionaries for the purpose of spreading education. Then in 1854, after much controversy, the famous Wood's Education Despatch appeared which emphasised the importance of useful and practical knowledge to the great mass of the people. In spite of that, it was decided to spread Western knowledge and science mainly through English medium at the secondary stage. And as the Government did not have enough funds to provide even for this limited field of modern education in the country, the bulk of the educational institutions came to be organized and run by private bodies, missionary or Indian.

19. The years between 1901 and 1921 were characterized by intense political unrest and witnessed, under the leadership of Gopalakrishna Gokhale, intensive agitation for the introduction of compulsory elementary education.

20. It was during this period that Education became a transferred subject under the Government of India Act of 1919. No sooner had Education become a transferred subject than an Act called the Madras Elementary Education Act of 1920 was enacted. It ensured among other things, a statutory provision of funds for Elementary Education by local authorities. It contained enabling provisions for the introduction of compulsory elementary education. This was not given effect to as widely as was expected.

21. In 1937 Mahatma Gandhi recommended a system of education which he called the Basic Education. As early as 1908 he expressed his dissatisfaction with the existing school system which trained children in academic skills neglecting their emotional and social development. During the Satyagraha in South Africa, he was responsible for the upbringing of the children of Satyagrahis. It was then that he discovered the value of education through work and corporate living. His ideas were strengthened when he returned to India and settled down in Ashrams.

22. The inauguration of Provincial Autonomy in 1937 and the acceptance of power by Congress Leaders in most provinces in India brought a heavy responsibility on Gandhiji who had to advise his colleagues in charge of the administration of education. By this time Gandhiji's idea of craft-centred self-sufficient education had been given form and shape and the report which has come to be known as the Wardha Scheme of Education was published in 1938. Basic Education was introduced in 1938 as an experiment in a few places in the provinces where the Congress had assumed political



power. But the outbreak of the Second World War and the consequent resignation of the Congress Ministry stood in the way of expansion of Basic Education and a fresh start had to be made in 1946 when Congress again came to power.

23. In 1944 the Central Advisory Board of Education recommended as a post-war educational development scheme the introduction of universal compulsory education for all children between the ages 6 and 14. Madras State can take credit for having made a start to give effect to this recommendation by introducing compulsory elementary education in selected centres from 1945-46. The extension of this scheme had been halted since 1948-49.

24. In 1948 the State Government declared that Basic Education is their accepted policy. In 1953-54 what is called Modified Scheme of Elementary Education was in force. It was given up subsequently.

25. Our Indian Constitution enjoins on the State Government to make provision for free and compulsory education for all children until they complete the age of fourteen.

### Chapter III.

#### SURVEY OF THE EXISTING CONDITIONS.

26. In the existing system of education in this State Elementary Education means education up to and including Class V of a secondary school and Standard V of an elementary school for purposes of compulsion but includes education in Standards VI, VII and VIII for other purposes. It is expected that successful completion of Standard V gives the pupil permanent literacy. Instruction at this stage is through the medium of the regional language.

27. It was estimated that on 31st March 1954 the population in the age-group of 6-12 in the State was 2,459,000 boys and 2,498,000 girls. Of these 1,750,000 boys and 1,070,000 girls, i.e., about 71.2 per cent of the boys and 42.8 per cent of the girls were under instruction. The percentage of enrolment varies from district to district, Malabar having the highest and Salem the lowest.

28. There are altogether 21,423 elementary schools and 905 basic schools in the State making a total of 22,328 schools. Two thousand three hundred and thirty-eight of the elementary schools are higher elementary schools and 105 of the basic schools are senior basic schools. All the others, except 134 schools which have been recognized as feeder schools with Standards I and II or

Standards I to III, have been recognized as complete lower elementary schools. Of these, 446 schools are still incomplete lower elementary schools and they would ultimately become complete lower elementary schools by the progressive opening of higher classes.

29. The number of single-teacher schools in the State as on 31st March 1954 is 1921. This number does not include the single-teacher schools opened under the Unemployment Relief Scheme. About 12,000 schools are held in buildings of their own and the others are held in rented or rent-free buildings. About 2,000 schools have no gardening facilities. The number of schools which have no playground or have playground less than one acre in extent is about 20,000.

30. The agencies conducting elementary schools in the Madras State can be brought under three broad divisions, viz., Government, local bodies and private agencies. Under local bodies come the district boards, municipalities and panchayats. The private agencies may be classified into two groups, mission and non-mission. The statistics furnished in Appendix V regarding the number and strength of schools run by the different managements as on 31st March 1954 will show that the local bodies and private agencies play an important role in providing elementary education in the Madras State.

31. Of the 22,328 schools, 1,536 schools were mainly intended for Scheduled Caste. Most of these were managed by the Harijan Welfare department. Eighty-five thousand four hundred and seventy-three boys and 49,820 girls were attending them. Scheduled Caste children studying in the schools run by the Harijan Welfare department are given free mid-day meal. Books and slates are also being supplied to them free of cost.

32. The total number of elementary schools specially intended for scheduled tribes was 30 with an enrolment of 1,103 boys and 487 girls. The total number of pupils belonging to Scheduled Tribes reading in all types of institutions was 7,625 boys and 2,428 girls.

33. The Fisheries department and the Forest department of the Government of Madras are also conducting a few elementary schools for the benefit of the children of fisher-folk and hill tribes. All these schools are under the inspection jurisdiction of the Education department.

34. District boards and municipalities levy a special education cess which is earmarked for Elementary Education. In addition they are entitled to a subsidy from Government which bears a fixed proportion to the amount of cess collected. It was represented by the presidents of district boards and chairmen and commissioners of municipalities who were interviewed by the Committee that their resources were inelastic in the present set up while their responsibilities in regard to elementary education were increasing and the

rate of subsidy which was fixed with reference to conditions which prevailed earlier will be insufficient to enable them to meet their responsibilities. Their plea for inability to provide adequate accommodation and equipment for schools and also staff them properly was want of funds. The Committee had occasion to visit in the course of its tours a few district board schools. Even among these few schools some were badly accommodated, ill-equipped and under-staffed. Local initiative and efforts for remedying these defects were found to be completely lacking.

35. The panchayat schools depend almost entirely on the Government grant as the slender finances of such panchayat boards do not permit the utilization of even a portion for running the schools. Those schools therefore fail to attract teachers and with a discontented staff they are unable to make any headway.

36. The schools under private managements receive grant-in-aid from the State. The rates of grant-in-aid are furnished elsewhere (Appendix VI). The schools are also paid maintenance grant for rent, upkeep and repairs to school building and equipment, postage, stationery, etc., up to 15 per cent of the total teaching grant limited to the actual deficit.

37. No fees are generally levied in Government and local body schools up to Standard V. Higher elementary education also may be said to be mostly free in those schools.

38. This will be evident from the figures given below :—

		<i>Number of pupils studying.</i>	<i>Approximate fee income per year.</i>
			RS.
Government schools .. .. .	.. .. .	119,838	6,800
Local Board schools .. .. .	.. .. .	1,078,695	11,000
Municipal schools .. .. .	.. .. .	250,404	6,600

39. Private managements levy such rates of fees as they deem fit in the schools managed by them. A tendency to levy fees, where they were not levying in the past and to increase the rates of fees have been noticed in recent years, as the incidence of such levy is falling more and more on Government than on the individual parent.

40. The non-mission schools could be divided into three categories, schools which are managed by teachers, schools which are managed by individuals who are not teachers and schools managed by committees. Bulk of the non-mission schools are either teacher-manager schools or schools under individual management. They maintain the schools with the fees collected and the grant-in-aid received from Government. It may be said that the managements' recurring contribution for the upkeep of the schools is very insignificant. In fact it may even be said that in many cases the managements' contribution is Nil. It was stated by several persons who gave evidence before the Committee that these schools were run for profit.

41. Government compensate the aided institutions for the loss of fee income foregone on account of the grant of fee concessions to poor girls, children of Scheduled Castes and Tribes, Backward Communities and children of non-gazetted Government servants and teachers and children of parents with an annual income of less than Rs. 1,200. It was stated that teachers are paid only the teaching grant received from Government and the amount realized by way of collections from pupils or compensation drawn from Government leaves in a number of cases a substantial margin over the maintenance charges. This often does not go to the further development of the school.

42. Teachers of district board and municipal schools are governed by rules similar to those for teachers in Government schools and security is assured to them. The service conditions of teachers working in schools under private management have also improved. A few cases of improper discharge were brought to our notice in the course of our tours. We learnt that the department was investigating into these cases. It is true that delays in the disposal of such cases cause hardship to the teachers concerned but we learn that the time lag could not be further minimized as several formalities have to be gone through before final orders are passed.

43. The total number of teachers employed in all the schools including basic schools was 95,616 on 31st March 1954. The statistics furnished below will show that the percentage of untrained teachers is only about 4, a small percentage indeed compared to other States in India :—

	Men.	
	Trained.	Untrained.
Collegiate .. .. .	22 + 2	29
Secondary .. .. .	10,952 + 583	1,283 + 22
Elementary higher .. .. .	44,877	1,890 + 51
Elementary lower .. .. .	3,342	
Others .. .. .	800 + 27	
<b>Total .. .. .</b>	<b>59,993 + 2,706 *</b>	<b>3,112 + 73 *</b>

	Women.	
	Trained.	Untrained.
Collegiate .. .. .	18	5
Secondary .. .. .	4,543 + 258	211 + 5
Elementary higher .. .. .	22,031	366 + 6
Elementary lower .. .. .	1,010	
Others .. .. .	270 + 6	
<b>Total .. .. .</b>	<b>27,872 + 1,267 *</b>	<b>582 + 11</b>

\* In Basic schools.

44. It is gratifying to note that the number of trained teachers of the lower grade also is only 4,352 which works out to about 4.8 per cent of the total number of teachers.

45. Out of the 139 training schools in the State on 31st March 1954, 44 were ordinary training schools and 32 were Basic training schools for men while 48 were ordinary training schools and 15 were Basic training schools for women. About 9,600 teachers came out of these training schools at the end of 1953-54 after completing two years of training. This number will be adequate for annual replacement and appointment of additional teachers in the existing schools. But if free compulsory elementary education were to be introduced throughout the State greater training facilities will have to be provided.

46. To enable teachers who have been trained under the conventional system to work in basic schools, retraining courses are organized annually and the teachers of elementary grade and secondary grade are given intensive training in craft work and craft centered methods for three months in the Basic training schools. Graduate teachers also are given retraining for five months. All these teachers are required to reside in hostels and participate in all activities of the community life during the period of training.

47. With the exception of a few schools which have adopted the shift system to solve the problem of accommodation, all the schools follow the five-hour school day system only. The elementary schools put in a minimum of 220 working days in a year. But for schools which are attached to boarding homes and orphanages 200 working days in a year is deemed to be sufficient.

48. At the end of the Higher Elementary School course, a public examination is held every year by the Commissioner for Government Examinations. The candidates are examined in Regional Language, Elementary Mathematics, General Science and Social Studies. English is optional. Those candidates who pass the examination with English are eligible for admission to IV Form of the high schools without further examination.

49. Compulsory education is in force in the primary stage only in certain selected areas for the age-group 6-12. Prior to 1930 the scheme was largely confined to certain municipalities and in some of them it was applicable to boys only while in others it was made applicable both for boys and girls. Under the Post-War Development Plan compulsion was introduced in a large number of rural centres also for both boys and girls. At present the scheme is in force in 21 municipalities, 230 urban areas other than municipalities and 681 rural areas.

50. The statistics given below will indicate that the compulsory education scheme has not been quite successful:—

1 Total estimated school-age population in all the centres ... ..	977,439
2 School-age pupils under instruction ... ..	748,656
3 Percentage of column 2 to 1 ... ..	76.6

Notices were issued to over 55,000 defaulting parents.

The amount of fine realized was about Rs. 800. The causes of failure to secure better enrolment will be dealt with in Chapter VIII.

51. As has already been stated there are 905 Basic schools in the State. Spinning is the main craft in all the Junior Basic Schools. Weaving is the craft taught in the Senior Basic Schools. In a few schools where facilities exist an additional craft like gardening and agriculture, tailoring, home-craft and coir work have been introduced. The number of schools which have agriculture and gardening as the additional craft is 250. Home-craft has been introduced in eight schools, coir-work in one school and tailoring in one school.

52. As Basic Education is the accepted policy of the Central and \* State Governments a plan has been drawn up for the gradual conversion of the existing schools into Basic Schools. In order to ensure efficiency in the organization, supervision and working of Basic Schools, Government have ordered the development of Basic compact areas round about Basic Training Schools. There are twenty compact areas at present in the State. Each of these compact areas is placed in charge of a Basic Trained Deputy Inspector.

53. There are four types of schools in the State for pre-primary education, viz., the nursery, the Kindergarten, the Montessori and the pre-basic. Nursery schools and pre-basic schools are intended for children of the age-group 2-5 and Kindergarten and Montessori for the age-group 2-7. Nursery schools and pre-basic schools lead to standard I or grade I, as the case may be, and the Kindergarten and Montessori schools lead to standard III of the elementary schools. The number of pre-primary schools as on 31st March 1954 is given below:—

1 Nursery and pre-basic schools ... ..	23
2 Montessori schools ... ..	7
3 Kindergarten schools ... ..	3

There are five training schools for teachers of pre-basic schools. Teachers of both the grades, secondary or senior Basic and elementary or junior Basic are given training in them for two years. Forty-two teachers of the secondary or senior Basic grade and 89 teachers of the elementary or junior Basic grade passed out of them in 1953-54.

\* G.O. Ms. No. 173, Education and Public Health, dated 26th January 1948.

54. There are a few special schools for the education of the handicapped, like schools for the deaf-mutes, schools for the blind and schools for the crippled. The number of institutions of each kind and the total strength of each category are furnished in Appendix VII. Instruction in these schools is mostly free. Boarding and lodging facilities are also provided. The elementary school syllabus is generally followed in these schools. Vocational training in crafts like rattan-work, wood-work, tailoring, weaving and mat-weaving is given in addition to general education.

55. At present no provision exists for the medical inspection of children reading in elementary schools except in the case of the Corporation Elementary Schools, Madras.

56. Under the Unemployment Relief Scheme sponsored by the Government of India, 2,770 single-teacher elementary schools were opened in school-less centres in this State during 1954-55. There is provision for opening 1,054 such schools in the remaining school-less centres during 1955-56. When all these schools are opened there will be no centre with a population of 500 or more without facilities for elementary education.

## Chapter IV.

### AIMS AND OBJECTIVES.

57. It is essential that we should formulate the fundamental aims of elementary education. Without definite aims, it will be difficult to assess properly the results of the activities in the schools and suggest modifications of the theory and practice of educational programmes. Education is the drawing out of the inherent powers of the child. Naturally it should aim at the all-round developments of the powers of the child and not of one power at the expense of the others. This is to say that we should aim at the development of the body, mind and spirit of the child. Such a development is aimed at not only because of the child's inherent right to grow to the fullest but also to enable the child to play his part justly, skilfully and with dignity. The individual does not live in isolation but is only a part of society and as such the full and harmonious development of any individual cannot be thought of in isolation from society. This points towards another aim of education, viz., training for citizenship. It emphasizes the need for the fullest possible development of the potentialities in the interest of both the individual and the community. Our human heritage has become so vast and civilization has become so complex and the demands of the modern democratic society so varied and numerous that one cannot play one's part efficiently unless one's education is broad and many-sided. The

conclusion that elementary education, if it is to satisfy the requirements of the modern world, is to be general education is irresistible. Elementary education should at the same time enable such of those, as are capable, to pursue education at higher levels.

58. Bearing the broad aims in view we consider the following to be the minimum objectives to be realized in the case of all pupils in the elementary schools:—

(1) *Language being the instrument of thought and expression, sufficient proficiency in the mother-tongue or the regional language and a fair acquaintance with literature and also reasonable mastery over arithmetic.*

(2) *A fair knowledge and understanding of the facts and laws of nature in its various manifestations including principles of hygiene.*

(3) *Knowledge of one's own historical and cultural heritage and acquaintance in broad outlines with the ideals and achievements of man-kind in general.*

(4) *Development in the pupils a taste for intellectual pursuits.*

(5) *Development of the physique.*

(6) *Inculcation of clean and healthy habits both personal and environmental.*

(7) *Imbibing of good manners and social qualities.*

(8) *Cultivating habits of systematic activity.*

(9) *Fostering the spirit of perseverance in the face of difficulties.*

(10) *Training to be disciplined and orderly.*

(11) *Development of the spirit of co-operation.*

(12) *Fostering the spirit of helpfulness to and sacrifice for others.*

(13) *Development of integrity.*

(14) *Training to use the hands and eyes purposefully.*

(15) *Development of the attitude of readiness to take up manual labour as and when necessary.*

59. No doubt education is a continuous process which should cover the entire field of life. But as we are mainly concerned now with elementary education we shall confine our observations to that stage. For many years to come a large percentage of pupils may not go beyond the elementary school stage. So it is necessary to plan laying the foundation for citizenship before the pupil completes the elementary school course.



60. The duration of elementary education should be long enough to ensure acquisition of knowledge, development of skills and the building up of character. If the period is too short the results of our endeavours in the educational field will neither be lasting nor commensurate with the money spent and the efforts put forth. We consider that five years of schooling is not adequate for one to achieve any of the above aims. We, therefore, recommend that the elementary school course should be an integrated one of eight years' duration.

### Chapter V.

#### PATTERN OF EDUCATION, ORGANIZATION, SYLLABUS AND CURRICULUM.

61. We have already stated in Chapter IV that Elementary Education course should be an integrated one of eight years' duration. There are now three types of schools, namely, Higher Elementary, Senior Basic and Middle Schools in our State for the same age group. Most of the people whom we interviewed were of the opinion that there should be only one course of study of eight years of integrated instruction. It was suggested that the three types of schools mentioned above should conform to one pattern. As basic education is the accepted policy of the State and Central Governments all these three types of schools will ultimately have to conform to the Senior Basic pattern. We do not consider that any change in the nomenclature of the three types of schools is necessary in the mean time.

62. (a) As the conversion of Higher Elementary Schools and Middle School forms of Secondary Schools into the Basic pattern cannot be effected immediately, we suggest that the syllabus of the Higher Elementary standards may be brought as near to that of the Middle School forms as possible. In this context the question of teaching English and Hindi in Higher Elementary Standards has to be considered. English is already provided for in the Higher Elementary School syllabus as an optional subject and periods have also been allotted. It is being taught as a compulsory language in the Secondary Schools. We understand that it will continue to be taught as such, even in the reorganized scheme of Secondary Education. Making English compulsory in higher elementary schools would enable the pupils to complete their Higher Elementary Education and go into the High School, if they so desire, without any handicap. Compulsory study of English will not mean any extra periods of work for the school. We therefore recommend that the study of English in the Higher Elementary Standards may be made compulsory.

(b) Higher Elementary Education should be preparation for the needs of adult life and should, to a large extent, be complete in itself. We will have to take note of the fact that most of the

pupils in the Higher Elementary Schools will take to some vocation, after they complete this education and only a small percentage will continue their Secondary Education. So, our aim should be to develop in these pupils the minimum skills and impart the elements of knowledge, which every adult needs in modern society. This leads us to the conclusion that a pupil who will complete the Higher Elementary course should have adequate proficiency in the regional language and a fair training in Elementary Mathematics and knowledge of natural and social environments and the minimum skill in a vocation.

(c) The craft work obtaining in Higher Elementary Schools is in the nature of vocational training and it is necessary that the present emphasis on vocational training should continue. This will mean that the present provision of six periods a week for pre-vocational work should not be reduced. It will be a retrograde step to lessen the importance of training in a vocation.

(d) Citizenship training finds a place in the Middle School, but not in the Higher Elementary School syllabus. The Committee is of the view that citizenship training should be an important part of the Higher Elementary School curriculum. In view of the importance of all these subjects for pupils who are not likely to continue the High School course, we recommend for the present the compulsory study of English and not the introduction of any other new language, like Hindi. It is as an optional subject that Hindi is now being taught in the Secondary Schools. It should be possible to start learning Hindi from Form IV even for those who migrate into the High School from a Higher Elementary School and still would like to study Hindi. Hence the lack of provision for the study of Hindi in the Higher Elementary School curriculum need not be a handicap for students, who wish to continue their higher studies. In this connexion we will have to bear in mind that it is inadvisable to introduce two new languages simultaneously in the Higher Elementary Standards, as most of these pupils come from rural areas and will find it difficult to learn two languages, especially when they are not spoken even by a small percentage of the population.

(e) The above modifications of the syllabus would mean apart from other things, the provision for appointment in higher elementary schools of specialist teachers as are given for middle school forms of secondary schools. This will, no doubt, involve considerable extra expenditure. Keeping this in view as the goal to be reached in course of time, a beginning may be made immediately by permitting one extra teacher for every complete Higher Elementary School. This extra teacher may be a Pandit in the regional language. If such a Language Pandit is not available, a Secondary Grade or Senior Basic trained teacher may be appointed.

63. We have considered the question whether the Eighth Standard Public Examination is necessary. In the absence of a certificate of having passed the Public Examination issued by the

department the chances of pupils from higher elementary schools getting admission into high school will become reduced. We are eager that they should not be subjected to this kind of handicap. We are therefore of the opinion that the Eighth Standard Public Examination and the issue of a certificate which makes the pupil eligible for admission into Form IV without further test by the school, may continue.

64. It is essential that even the schools of the ordinary type should provide for suitable activities. Provision has no doubt been made for practical activities in the existing curriculum of the elementary school which was introduced in 1939. But we found that these activities were not very much in evidence.

65. The opinion that the syllabus for the lower elementary schools is too heavy seems to be prevalent in some quarters. The existing curriculum introduced in 1939 may need revision in the light of subsequent developments in the various fields. An *ad hoc* committee may go into this question in greater detail.

66. As our ultimate aim is to convert all the elementary schools into basic schools, we recommend that the main principles of basic education like practice of healthy living, practice of self-reliance and practice of cultural and recreational activities may be incorporated in the curriculum of elementary schools.

67. Turning now to the number of working days, we find that as per the rules in force the elementary schools are to work for a minimum of 220 days in a year, including 11 days' attendance by teachers at the teachers' association meetings which is obligatory. Though reduction has been suggested in certain circles, we do not think there is a case for reducing the number of working days.

68. The Committee gave careful consideration to the need for and the possibility of reducing the duration of school days. It was suggested that three hours of academic instruction per day would suffice for the lower standard. Scrutinizing the present syllabus for a five-hour school day, we find that it provides only for two hours and a half of formal instruction leaving the rest of the time for other activities. Academic instruction is at present interspersed with physical activities and handicrafts suited to the age and ability of the children and this system reduces the mental strain on the pupil. Formal instruction for three hours at a stretch to children of such a tender age will indeed cause undue mental strain thus affecting their growth.

69. The consensus of opinion was also against the shortening of the school day. We did not come across evidence of refusal of admission due to lack of accommodation. On the other hand we found that for the opening of single-teacher schools the villagers have come forward to provide buildings. With the assistance the

villagers get from development departments like the National Extension Service and Community Projects, it will not be difficult to provide adequate accommodation for future expansion of elementary education. Where there is a great rush for admissions and accommodation is limited, the department has under the existing rules power to direct the school concerned to adopt shift system as a temporary measure.

70. The Committee is therefore of the view that a general reduction in the number of working hours is not necessary.

#### BASIC EDUCATION.

71. Reference has already been made in Chapter II as to how Gandhiji developed the idea of basic education. Basic education is not only a valuable and integral part of the priceless legacy that Mahatma Gandhi left to the nation, but embodies certain educational ideas and principles of great significance. It endeavours to establish a close link between the school and the life around it.

72. Basic education, as conceived and explained by Mahatma Gandhi, is essentially an education for life, and what is more, an education through life. According to him, education to be real must be based on activity and experience. Learning through experience and activity is an educational principle accepted throughout the world and Mahatmaji only voiced the opinion of the leading educational reformers of the world when he pleaded for such an education. To be active is the distinguishing feature of the child. Basic education attempts to canalize this into useful activities.

73. The developments of skills are as important as literary and cultural attainments in the development of the personality of the child and should receive adequate attention in the school. Such skills are attempted to be developed purposefully in relation to the needs of the society in which the child lives. The school should react creatively to the environment.

74. During our itinerary we came across several people who freely criticised basic education. The main criticism was about the introduction of productive craft work in the early stages of education. We observed that children of 5 and 6 were set on systematic productive craft. This was objected to by the critics. In this connexion it is good to recall to our mind that the authors of basic education contemplated systematic productive craft to be introduced only from seven plus and the present practice of productive craft during the ages of 5 and 6 is a deviation from the original scheme. So we recommend that systematic productive craft work may be begun only from grade 3 as originally contemplated, when the children may be physically mature for the work required of them. In grades 1 and 2 the programme

may be so arranged as to provide for activities in general without the present emphasis on productive craft at this stage. Even at the stage when productive craft is systematically attempted, it should be borne in mind by all concerned that productivity should not be the only end but a means of education and a basis for assessment. If this is kept in view, the work programme can be made elastic, can be adjusted to the abilities of children and the risk of over-strain, if any, can be avoided.

75. Appreciating and realizing the growing importance of basic education, the Committee was naturally anxious to visit the centres in which certain workers were doing devoted work in this new pioneering work of basic education. Apart from Sevagram, the great centres that we had the privilege of visiting in the South, were Perianayakanpalayam, T. Kallupatti, Gandhigram, Vadalur and Vedaranyam. It is a matter of common knowledge that Perianayakanpalayam has been built up to this present high pitch of basic education by the devoted work of Sri Avinashilingam Chettiar and a band of his fellow workers. Mr. Chettiar was not only kind enough to give us a note (Appendix VIII) but in his own inimitable way he personally explained the various points that needed clarification for which we wish to express our gratefulness to him.

76. At T. Kallupatti and at Gandhigram, the Committee had the unique opportunity of not merely observing the new experiments which are going on in the respective places but also had the great satisfaction of meeting Dr. J. C. Kumarappa at Kallupatti and Mr. and Mrs. Ramachandran at Gandhigram. We are deeply grateful to those friends for the trouble they took on our part.

77. At Vedaranyam we saw that great worker (Sardar Vedaratnam) in action and the Committee was thrilled to see the great things accomplished therein by the workers in the field of Harijan Uplift in the field of Education.

78. At Vadalur the Committee saw yet another panorama in the shape of a former Chief Minister, Sri Omandur Ramaswami Reddiar engaging himself with zest and enthusiasm in a field in which he had real faith. The workers whom we have referred to above form the real basis of our society in its new field of basic education in all its aspects. It is our hope that others will not merely learn lessons from this devoted band of workers, but will also feel inspired by the quality of the work that is being turned out in these various centres.

79. We found only spinning in most of the basic schools. Garden work is done only in about 25 per cent of these schools. We recommend that gardening may be introduced as the main craft in most of the basic schools. Crafts like pottery, mat-weaving, coir-making, palm-leaf work, leather work and fibre work may also be tried wherever possible.

80. We were impressed with the social development of children in basic schools which includes readiness to take up responsibilities, ability to organize activities, etc. We found that personal cleanliness of the children had been receiving attention in these schools.

81. As regards academic skills the basic schools that we have seen showed varying degrees of achievement. Most of them had not made any perceptible improvement in literacy standards after conversion. Equal attention should be given to the acquisition of academic skills also in basic schools. Towards this end we recommend that suitable printed reading materials for pupils, guide books for teachers and charts, pictures and other teaching aids may be made available in an adequate measure for these basic schools.

82. We are of the view that the pupils should be allowed to enjoy the benefit of their own productive activities. For instance, they may be permitted to take the yarn and the cloth they produce after paying a portion of the cost of the raw material.

83. Similarly garden produce may be utilized for the supply of midday meals to the school children. Such an arrangement may enhance the educational value of craft work.

84. At present the entire craft work in basic schools is financed and controlled by the department through what are called central craft stores. Implements are supplied through the stores. Teachers take these implements and raw materials from the stores and return the craft produce to them. A current account is maintained for each school in which all raw materials issued are debited and craft produce received credited. The balance of credit or debit is kept prominently before the school authorities. The central craft store is required to give a finish to the craft produce and arrange for its disposal. There is great difficulty in marketing the produce. Even in the purchase of raw materials difficulty is felt where the organisers do not have the necessary experience.

85. While centralization of this sort is a help at the start, it deprives the schools and children of some of the most important educational experiences implicit in craft work. The Education Department would do better to help only managements which need their help. Normally every school should make its own arrangements for the purchase of raw materials.

86. Obviously conversion of elementary schools into basic schools and the development of the junior basic schools into senior basic schools will involve the re-training of the existing teachers of the ordinary type, provision of increased accommodation, land, buildings, equipments and additional amenities suitable for basic schools. This in turn will take time.

87. As basic education is to cover an integrated course of eight years, the middle school forms and the primary sections of secondary schools will have to be converted into the basic pattern.

A planned beginning may be made with the primary classes so as to facilitate the ultimate conversion of the middle school forms in the compact areas.

88. It is necessary that any such conversion will have to be real and proceed according to a set plan. As basic education is the accepted policy of the Government, we hope that everything possible will be done to further such conversion and expansion ensuring at the same time that standards are kept.

## Chapter VI.

### MANAGEMENT.

89. The Committee has given careful consideration to the question whether the agency through which the elementary schools are run should be one or more, and if one what that agency should be. The importance of the right type of management being in charge of elementary schools cannot be over-emphasised. By right type of management, we not merely refer to a management with the interest of the public and children at heart, but also refer to the financial resources and abilities which it possesses. In the course of our tour we have had occasions to see how institutions both under private and public management could be managed extremely well. We have also observed much to our unhappiness schools under different managements not functioning as well as they should leading thereby to great divergence in standards in schools. In these circumstances we considered the advisability of recommending to the Government to bring the managements of all these institutions under a single agency.

90. We are deeply aware of the great contribution which private agencies have made to the progress of elementary education in the entire State particularly in the interior areas. In many cases it has been a labour of love. We are also aware of the part played by local bodies in the spread of elementary education both in the towns and in the interior. We felt that it would be wrong on our part to recommend the wholesale replacement of the existing agencies while they could continue to do useful work with suitable amendments to the rules and regulations and adequate assistance. We are deeply conscious of the enormity of the problem of taking over under one agency as many as 24,000 schools, the consequential centralization resulting in loss of local initiative. It will throw a great burden on the Education department. We are conscious that the department has at the present juncture to concentrate all its efforts on the full implementation of the Second Five-Year Plan. At present the Education department is mainly

the inspecting and controlling agency. If all the schools are to be managed by Government then the department may have to function both as an inspecting and a managing agency. Such a dual role may affect in course of time the efficiency of these institutions.

91. At present we have the individual-managed schools including teacher-manager schools, schools under organizations like the mission bodies and schools managed by registered committees. There are also schools under public managements like the Government, municipalities, district boards and panchayats. We feel that management of an educational institution should never be in the hands of any individual however eminent he might be. Education is a continuous process and with no finite limits. And in the nature of things it is essential that the management of any educational institution should be in the hands of competent public authorities or properly constituted and well-organized private bodies who have both the resources and the personnel for conducting these institutions efficiently and with one and the only objective, i.e., the good of the children therein who are to be the future citizens of India. Any agency whose continuance will not be conducive to efficiency will necessarily have to give place to a more competent authority.

92. We feel that every individual-managed institution should have within a date to be specified by Government a properly constituted and registered managing committee in whose hands the management will thereafter vest. This applies to teacher-manager institutions as well. We do trust that it will be possible to constitute a properly registered body to manage the institutions. It is our unanimous desire that Government should nominate one or two representatives to each of these reconstituted managing committees to safeguard the general interest of the institution in all its varied aspects. If for any reason a few institutions here and there do not reconstitute the management as suggested above, it is our recommendation that the Government should take over those institutions and entrust them to the new board which we have envisaged in the paragraphs below. Institutions which are already managed by duly constituted and registered committees, may in our opinion, be allowed to function as before.

93. Similarly we suggest to Government that they may nominate one or two representatives to every one of the managements, which are already properly constituted in the shape of registered committees.

94. There are in the State certain managements, who are managing not merely educational institutions but also other types of institutions. The educational institutions of any particular management may be spread over a number of places. We recommend that organizations managing a number of elementary schools should have a properly constituted governing council for schools with one or two nominees of Government on the council.



95. Leaving the individual-managed institutions and the committee-managed institutions, the only other institutions that are yet to be taken up for consideration are the institutions under (a) municipalities, (b) district boards, (c) panchayats and (d) Government departments.

96. In our opinion which is shared by many members of the public, the elementary schools managed by municipalities are managed fairly well. And so we feel that they need not be interfered with. To the extent they need further finances, we trust, Government will consider the overall position of the municipalities and render such assistance as is necessary to ensure the efficient working of the institutions under their charge and also make greater use of such statutorily constituted bodies for educational development than in the past. The other public-managed institutions are those under the district boards and panchayats. We have had the opportunity of meeting many representatives of both these bodies and also the members of the public and getting to know their views on this very vital question.

97. The majority of the witnesses were of the opinion that panchayat schools were generally not functioning properly as most of the panchayats have practically no resources and as there are not enough men with the necessary experience and understanding of the educational problems who could manage those schools. They also expressed the view that the district board schools also are not working satisfactorily as the jurisdiction of the district boards is very wide and the number of schools under their control is very large and they have not got the adequate financial resources and the necessary staff for supervision. They suggested that the management of elementary schools should be taken away from the hands of those bodies. We also share this view and recommend to Government that the panchayat schools and district board schools should be handed over to the new 'Regional Boards' which we are suggesting.

98. The Committee is of the opinion that the area to be covered by the regional boards should neither be too limited nor too large. Such a board may be allowed to manage not more than 200 schools. Keeping this in view the regions may be demarcated. Turning to the constitution of these regional boards we recommend that the strength of the proposed regional boards shall be not less than nine composed of (1) four representatives of the district board from that region, (2) three representatives of the panchayats in that region and (3) two individuals of that region interested in education to be nominated by Government.

99. The representatives of the district board need not necessarily be members of the district board. Even outsiders may be elected by the district board. As regards the panchayats their representatives should be elected from among the members of the panchayats in the area.

100. The proposed regional board will inherit such functions and powers as are now exercised by the district boards in regard to elementary schools.

101. The tenure of the board may be three years.

102. The relationship between these boards and the departmental officers vis-a-vis will be the same as the one prevailing between the district boards and the department.

103. The chief executive will be the chairman of the board who is to be elected by the members. There shall be a full-time secretary for such a board. His pay, qualifications and conditions of service may be prescribed by Government.

104. Those items of revenue that constitute the Elementary Education Fund of the district board will go to constitute the fund of the board.

105. Our Committee is firmly of the view that in future, only such statutorily constituted authorities like the municipalities and the regional boards should be permitted to open elementary schools. The Committee is of the view that the rules relating to public-managed schools should be liberalized and more funds made available so as to enable them to strengthen their staff and carry out effective improvements in other directions.

106. While on this subject we recommend that fees should not be levied in any elementary school, whether it be under the municipality, or the regional board or the aided management. We should like to make it perfectly clear that even when aided institutions are managed by committees Government should never allow them to charge fees. We find that fees are levied in some elementary schools. Government may make suitable regulations to the above effect and give the management a year's notice after which time levy of fees if any in those schools should cease. As such there should be no further need for compensation by Government for loss of fee income.

## Chapter VII.

### TEACHERS.

107. *Qualifications and recruitment.*—The teacher is the most valuable and important factor in any educational institution. No other provision can compensate the deficiency in this. The importance of the teacher can never be over-emphasized. He must be one with faith in himself, faith in the children entrusted to his care and in the work he is doing. A good teacher educates more by his

attitudes and spirits than by his teaching. It follows, therefore, that the teacher should have a large background of knowledge and healthy attitude towards life and should be adequately trained in the technique of his profession.

108. We have given careful consideration to the question of the qualifications of teachers and agree with the majority of the witnesses who gave evidence before us and those who replied to our questionnaire that the minimum general educational qualification for admission to a training school should be a pass in the S.S.L.C. Examination. We firmly believe that children of tender age could not be properly educated by teachers with lesser qualification. We are at the same time aware that the requirements for replacement and additional teachers for expansion under the Second Five-Year Plan are large and as such it will not be possible to secure enough of such candidates and thereby do away with elementary grade training immediately. Our policy should therefore be the gradual elimination of elementary grade teachers, so that we would have only secondary grade training after a few years. During the transitional period when elementary grade training continues admission may be restricted to only two categories in the existing rules for admission in the following order of preference :—

(1) Failed S.S.L.C. holders and (2) holders of the Eighth Standard Public Examination certificates. Even among the S.S.L.C. failed candidates only those who have obtained the minimum number of marks to be prescribed should be admitted. In the selection of candidates the personality, his power of oral expression, achievements and interests in co-curricular activities like sports, games, art music, hobbies and craft should receive due consideration. As regards the length of the period of training divergent views were expressed by those who gave evidence before us and the individuals and organizations who replied to our questionnaire. Some were for shortening it to one year and others favoured the lengthening of it to three years.

109. After careful consideration of all factors, we have come to the conclusion that one year is too short to adequately train a teacher and three years will be too long and the number who take up to this training may not be as large as at present. Hence we are of the opinion that the training course for the secondary and elementary grades may continue to be of two years duration.

110. Provision for training in physical education already exists in the training schools. Apart from engaging themselves in physical activities, the trainees should get practice in teaching the children, games, rhythmic physical movements and the like. It is therefore essential that arrangement should be made for teaching practice in physical education as in other academic subjects.

111. It is a known fact that women have greater sympathetic understanding of the child and are therefore better fitted to teach

young children than men. It is, therefore, desirable to employ as far as possible women teachers to be in charge of Standards I to III. This may be kept in view while planning for training of teachers.

112. A number of women teachers leave the profession for good when they get married. It is possible that at least some of them may be willing to serve as teachers provided it is part-time work in their own neighbourhood. No doubt part-time teachers cannot be as desirable as a full-time teacher as education is not merely giving some set instruction. However, as and when there is dearth of trained personnel, the possibility of employing part-time teachers on proportionate salary in preference to untrained teachers may be considered. Such an arrangement may be thought of only in the higher elementary standards and not in the lower elementary standards as younger children would grow better under the care of a single teacher rather than many.

113. We believe that a periodical reorientation of outlook on the part of the teachers is essential. To achieve this, refresher courses and seminars should be arranged periodically on a definite plan to refresh the teacher's knowledge, to make him aware of the new ideas and practices in education and to enrich his personal and professional experience. It should be so planned by the department as to ensure that every teacher would be able to undergo refresher courses at least every five years.

114. The emolument of the teacher is an important factor which deserves careful and sympathetic consideration. It is essential in the interest of efficiency that the emolument that a teacher gets provides such conditions as will call forth the best in him. We cannot get the best out of him if he is pre-occupied with the problem of his very existence. The mere presence of a discontented and frustrated teacher in want creates an atmosphere which is not favourable for the proper growth of the children under his care even when he does not do anything positively objectionable. Children imbibing the spirit of helplessness and frustration cannot grow into men of vision and hope. We feel that the need for providing the teacher with the means for decent living cannot be over-emphasized.

115. The consensus of opinion was that the present scales of pay for the teachers are not adequate to ensure a decent living standard that any further postponement of revision of scales of pay to elementary school teachers will do great harm ultimately to the schools and children therein. Not only representatives of the teaching profession but other witnesses also were generally agreed that the improvement of the salary scales should receive special consideration. We therefore recommend that everything possible should be done to give the teachers a decent scale of pay at an early date. This reform is the pivotal point on which hinges mainly

a development of education. The recent decision of the Government to give the teachers the benefit of Provident Fund-cum-Pension has brought hope and goodwill into the profession. We hope and trust that this may be followed by compulsory insurance scheme for the teachers. These benefits have to be reinforced by giving high priority for the improvement of the scales of pay of teachers.

116. As teachers are required to possess in addition to the general educational qualification, a professional qualification which is obtained after two years' training, we feel that their scales of pay should be definitely better than those given in other fields of employment to persons possessing only the corresponding general educational qualifications, without the professional qualification which the teachers possess. Even if acceptable scales of pay cannot straightaway be introduced, a perceptible increase within a specified period should be ensured. This increase may be staggered over a few years if inevitable. But a beginning should be made without delay.

117. Factors like the cost of living, the availability of the resources, the present requirements of the services and the demands for expansion and improvement may have to be taken into consideration while fixing the scales of pay. We hope that the same goodwill which prompted the Government to give the benefit of Provident Fund-cum-Pension to the teachers will come into play in considering this recommendation of ours and we trust it will be accepted to the maximum extent possible both in letter and spirit.

118. We would like to refer to an amenity that the teachers in rural parts badly lack. In the course of our visits to schools, we have come across cases of teachers living four or five miles away from the school for want of residential accommodation in the school village. Frequent contacts with parents and previous planning will be possible only if teachers reside near about the school. Hence the provision of living quarters in the school village itself deserves serious consideration. An amenity of this kind will reduce the number of non-resident teachers and thereby help to improve the efficiency of our elementary schools. When a new school is started in future, care should be taken to provide for teachers' quarters even at the commencement.

119. A few individuals and representatives of teachers' organizations complained to us that teachers working in elementary schools under private managements had no security of tenure and the conditions of service left much to be desired. There were a few cases of improper discharge or victimization of teachers. But such cases were few and far between. When our recommendation to replace individual managements by properly constituted registered committees is given effect to, we trust, there will not be any cause for complaint on the part of teachers under private agencies.

120. We have heard it said that there is inordinate delay in the closure of Provident Fund account of the teachers and this causes much hardship to the teachers concerned. It is needless for us to say that steps should be taken to simplify the procedure so as to ensure timely closure of Provident Fund accounts.

121. In the course of evidences, it was brought to the special notice of the Committee that there should be uniform scales of pay and uniform age for retirement for all teachers serving under different managements. But the Committee felt it would not be possible to enforce it straightaway for the reason that teachers serving under different classes of managements have different kinds of obligations and restrictions and it is because of this difference that certain disparities exist. It was mentioned by some that even in other categories of service for the same qualification under different managements, certain differences do exist. In these circumstances, the Committee feels that Government should seriously consider the desirability of uniform age of retirement and as far as possible reducing the gap in these scales of pay between different managements.

### Chapter VIII.

#### MEASURES FOR IMPLEMENTING ARTICLE 45 OF THE CONSTITUTION OF INDIA.

122. It is laid down in Article 45 of the Constitution of India that the State shall endeavour to provide, within a period of ten years from the commencement of the Constitution, for free and compulsory education for all children until they complete the age of fourteen years. In a previous chapter (Chapter III), reference has been made to the introduction of compulsory elementary education by the State Government in selected centres for the age group 6 to 12. The compulsory elementary education scheme is at present in force in 21 municipalities including the Corporation of Madras, 230 urban areas other than municipalities and 681 rural areas. Though several years have elapsed since the introduction of the compulsory education scheme in all these areas, the degree of success attained is not high. The percentage of enrolment in all these areas taken together is only 76.6. An analysis of the causes of non-enrolment and non-attendance will show that indigence and the indifference of parents are mainly responsible for the failure to ensure larger enrolment. Most of the parents in our country and particularly in rural areas are illiterate and poverty-stricken. The prime concern of a good percentage of them is existence itself. They have very little hope or vision of a better state of affairs which education of the right type can hold out to them. To many it is immaterial whether the children loiter about in the streets or attend a school so long as they are not a source of trouble to them.

123. If the scheme of compulsion should be a success, it is imperative that steps should be taken to create a more favourable atmosphere. The ever-increasing demand for schools even from remote villagers is a hopeful sign which should be properly utilized for expansion of education. This awakening among the masses and the improvement of the living conditions that the Nation plans for may in course of years take us nearer the goal. There can be no doubt and it will take years to improve appreciably the economic condition of the people. Meanwhile incessant and vigorous propaganda has to be continued to make the people education-minded.

124. In our elementary schools, children are admitted when they complete the age of five. It is our considered opinion that children in our State are physically and mentally fit by the time they complete 5 years to receive formal instruction. This means that the State should endeavour to provide for free and compulsory education for all children who have completed the age of five until they complete the age of fourteen. It is computed that the total number of boys and girls between the ages of 5 plus and 14 will be about 63 lakhs (3,130,000 boys and 3,170,000 girls). Of these, about 32 lakhs of children (2,060,000 boys and 1,140,000 girls) are already in schools. The number of boys and girls of this age group yet to be brought under instruction will therefore, be 1,070,000 and 2,030,000 respectively.

125. While we realize that the provision for free compulsory education for all children in the State up to the age of 14 is a bare necessity for democracy and should be made as early as possible, we feel that it serves very little purpose merely to notify an area as coming under the Scheme of Compulsory Elementary Education, if it cannot be really enforced. Experience has shown that mere notification of compulsion has not produced the desired result. As already pointed out though the scheme of compulsory education has been in force in several urban as well as rural areas in our State for nearly a decade or more, the degree of success attained is not high, the percentage of school-age children brought under instruction being only 76.6. If the penal provisions of the Elementary Education Act were to be rigorously enforced, 23 out of every 100 persons in our State will have to be prosecuted which obviously cannot be done. Hence other preliminary steps should be taken to ensure the voluntary enrolment of as large a population as possible so that the number on whom the penal provisions of the Act have to be enforced may be within a manageable limit. As a first step, we would suggest that the State should provide for universal education by seeing to it that every village of a decent size, i.e., with a population of 300 to 500 has a school either in the village or within a reasonable distance. We are informed that by the end of the year 1955-56 all villages in the State with a population of not less than 500 will have educational facilities. This leaves us with the problem of providing educational facilities for smaller population centres which

are about 1,900 in number. The population of these centres range from 100 to 500. It may be necessary to cover even villages with a population of less than 500.

126. We have seen that the mere existence of a school is not enough to bring all the school-age children to the school. The environment and the methods employed in schools should be improved considerably to attract children in a larger measure.

127. One of the principal requisites of a workable compulsory system according to Mathew Arnold is the existence of a reasonable standard of living so that the attitude of parents would not be dictated by economic necessity. Supply of free midday meals and books and slates are necessities in a country where poverty is widespread. The experience of other countries support this view. This no doubt is a big problem. However a beginning should be made without further delay by providing for the supply of midday meals in villages where the people are prepared to meet at least 50 per cent of the cost.

128. The Inspecting Officers of the Education Department should contact the public as often as possible and persuade the parents to send their children to school. We would suggest that the co-operation of the other Development Departments, especially the Community Projects and National Extension Service Departments should be ensured for these educational developmental activities also.

129. The question of implementing Article 15 is indeed a vital one. However one should realize the impossibility of achieving this aim either by this or by that method alone. In a country like India, poverty is the main hindrance and poor parents are naturally wanting to earn a few annas through their children, if possible, rather than send them to a school to get educated. Any scheme that ignores or lightly treats this basic hindrance caused by poverty is in our opinion bound to fail. Hence the attack has got to be mainly on this front of poverty and that can to a certain extent be successfully done by providing midday meals and in certain cases free books and slates. No doubt alongside of this attack there must be other lines of approach and attempts to solve the problem. There must be in our opinion a greater vigilance by State and society against wastage than even in enrolment. There is also no gainsaying the fact that propaganda and effective work within limits can be done by Social Education Officers in National Extension Block areas. It is by such a many pronged drive can a solution to this problem of school-going age be solved and even then over a period of ten to fifteen years. In the meanwhile the possibility of partial compulsion like compulsion of attendance of pupils already enrolled till they complete a particular stage in select areas need not however be ruled out.



## Chapter IX.

## GENERAL.

## (i) BUILDINGS, LAND AND EQUIPMENT.

130. School buildings and environment of the right kind are necessary for the proper education of children. Many of the elementary schools we visited were housed in buildings which were ill-ventilated and badly lighted. In some even the floor-space available was inadequate for the strength. The surroundings also were not quite clean. It could be seen from the statistics furnished below that about half the number of schools in the State are held in rent-free buildings :—

Management.	Own.	Rented.	Rent free.	Total.	Thatched.	Pucca.
Government .. ..	567	550	90	1,207	808	399
Local boards .. ..	2,837	4,506	1,720	9,063	2,459	6,604
Municipal .. ..	500	485	10	995	99	896
Aided .. ..	7,707	1,796	621	10,124	3,940	6,184
Unaided .. ..	31	3	..	34	28	6

Most of the pucca buildings owned by Government, local boards and municipalities conform to the type-design and are suitable. A large number of the buildings owned by private agencies are residential buildings and are as such not properly lighted and ventilated. The rent-free buildings usually happen to be chavadies and are naturally unsuitable. We are of the opinion that unsuitable and inadequate accommodation with insanitary surroundings will have an adverse effect on the physical and mental growth of the children. We, therefore, suggest that a building drive should be launched immediately in order to provide suitable structures for schools. It is not necessary that school buildings should be imposing structures. It is quite possible to have inexpensive school houses well ventilated and evenly lighted and with good flooring of washable material. With proper approach the local initiative, enthusiasm and resources could be fully harnessed. In this connexion we would suggest that the assistance offered by the Community Projects and National Extension Service Departments should be fully utilized. In all these matters the Education Department could take the initiative and the Deputy Inspector of Schools could act as the liaison between these Development Departments and the managements.

131. School repairs presuppose expenditure; but the sum involved in many cases is not so large as to cause anxiety. The top of the thatched roof of one of the school buildings we happened to inspect had been blown off. The children were exposed to the scorching heat of the midday sun. There was no protection against rain. We were told that the roof had been in that state for a pretty long time. The rafters of another school building we saw were decaying and the roof was threatening to collapse at any time causing damage to life and property. We consider that these

conditions are due not to want of finance but rather to the lack of proper attitude amongst the authorities, the teachers and the parents.

132. The surroundings of the school may not in some cases be capable of improvement. But, in our opinion, in the majority of cases, the existing state of the surroundings of the school is due to an entire absence of care for or thought over their condition. High standards of sanitation are not to be expected, particularly, in rural areas. But it should not be difficult to ensure provision of the elementary requirements of sanitation, if its importance is fully realized and efficient efforts are taken. A very important deficiency to which the department and the public will have to pay immediate attention is regarding sanitary provision. We were shocked to find in the course of our tours that a very large number of schools including higher elementary schools had no urinals or latrines. The school compound and the street are used as urinals and latrines. We wish to emphasize the need for providing urinals and latrines in schools as it is the duty of the schools to build up the right kind of sanitary habits among children. Provision of sanitary conveniences should be part of the building programme.

133. Gardening is one of the basic activities of the school. Apart from training the pupils to use their hands it develops their powers of observation and spirit of enquiry. Without garden work the teaching of nature-study is reduced to mockery. Every school, whether it is in the rural area or in the urban area, should have adequate land for gardening and also a well for watering. We find that about 2,000 schools have no land at all for gardening and about 16,500 schools have less than 10 cents of land. We noticed during our visits that even in schools where land was available and watering facilities existed no gardening had been attempted. The plea put forth by teachers was that there was no fence and that no garden implements had been supplied. But this is not acceptable. A resourceful teacher could, with the co-operation of the villagers and assistance of the pupils, easily manage to put up a fence and rear a garden.

134. Play-grounds are the lungs of the schools. At present about 3,000 schools have no play-ground at all. About 17,000 schools have play-grounds less than one acre in extent which is very inadequate. It cannot be denied that games and other physical activities under the supervision of the teachers help to build up the body and mould the character of the pupils. So, the need for the provision of adequate play-ground space for all the schools cannot be too strongly emphasized. We are aware of the difficulties in fulfilling this need. But in view of the urgent need we suggest that the requirements of the schools for gardening and play-ground should be surveyed and wherever Government lands are available they should be alienated without undue delay in favour of the schools. The Bhoodan Movement may also be availed of for providing play-ground and garden space for schools.

135. Most of the schools had no library worth the name. Development of the reading habit for gathering information and widening knowledge is an essential feature of school life and it should start from at least Standard IV. Plenty of reading materials should be available in each school. Books on the latest methods of teaching and educational principles should also be available for the teacher's reference, if he should keep abreast of the times. We therefore suggest that it should be the endeavour of the authorities and teachers to build up a suitable library for each school.

136. We would also suggest that every higher elementary school should have a separate laboratory with adequate apparatus and materials.

#### (ii) TEXT-BOOKS.

137. We have had occasion to notice during the course of our tours that the text-books used in elementary schools differed considerably in quality as well as in standards. The cost of the books also differed. A few of the witnesses who interviewed us suggested that Government may take over the responsibility of publishing text-books so that there could be uniformity in standards and improvement in quality. We have given careful consideration to this suggestion and we do not find any need to recommend to Government any alterations in the present arrangement. We understand that the procedure and the rules relating to the approval of text-books have been revised recently to ensure that books of a poor quality do not get approval. We would suggest however the starting of a research section in one of the Teachers' Training Colleges to make experiments and to offer advice to the department and the publishers in the matter of preparation and prescription of text-books.

138. As frequent change of text-books causes much hardship to parents we recommend that change of text-books within three years from the date of prescription should not be permitted except when a book has lost its approval or the firm which published it has gone into liquidation or when it has been proved beyond doubt that the publishers are not in a position to meet the demand for supply of copies.

#### (iii) STAGNATION AND WASTAGE.

139. We are aware that due to the efforts of the Government and the public, enrolment in elementary schools has increased considerably during the recent years. It is good as far as it goes. Such increased enrolment can leave lasting impression only if the child stays sufficiently long in the school and progresses year after year. But it often happens that a child remains in the same class for a number of years or leaves the school for good after a very short period of study. These lead to stagnation and wastage. Our endeavour should be to avoid these twin evils,

140. Normally a child should be fit for promotion to the higher class at the end of one year. But the detention of a child in the same class for a period of more than one year is not uncommon in our elementary schools. We are told that the drive to eliminate stagnation has met with a fair amount of success. Accurate statistics of stagnation are not available. An examination of the figures of stagnation of a few schools selected at random reveals that the percentage of stagnation is highest in Standard I. In a few schools, the percentage is as high as forty. The main causes of stagnation are belated admissions and irregular attendance of pupils and inefficient instruction. In order to reduce stagnation we suggest that the teachers should contact the parents of chronic absentees and endeavour to secure regular attendance and should pay individual attention to the backward pupils.

141. The real test of the effectiveness of elementary education in removing illiteracy is the length of the school life of the child. The following facts will show the enormity of wastage in elementary schools. Seven lakhs twelve thousand eight hundred and seventy-two boys and 5,22,488 girls were in Standard I in 1949 in the composite Madras State. The number of boys and girls in Standard V in 1953 were 3,36,458 boys and 1,53,357 girls respectively. Though the strength in Standard V may include some who were in standards other than Standard I, still we may take it that by and large only about 40 per cent of the pupils reached V standard. The remaining 60 per cent have either not yet reached Standard V or have discontinued their studies. Either way, it is wastage of time, effort and money.

142. Looking at the problem from another angle also we find that there is huge wastage in our schools. The strength of the elementary schools in Madras State in 1954 is furnished below standard-wise:—

Standard.	Strength.			Percentage of total strength.
	Boys.	Girls.	Total.	
I .. .. .	540,648	376,978	917,626	34.3
II .. .. .	363,311	228,640	591,951	22.1
III .. .. .	296,400	170,894	467,294	17.4
IV .. .. .	247,029	129,541	376,570	14.0
V .. .. .	219,938	105,512	325,450	12.2

The fall in the strength of the higher standards is very pronounced indicating that a large number of pupils admitted in Standard I do not stay on till they complete V standard but drop out in the middle.

143. If we want to devise methods other than compulsion to stop wastage, it is necessary to analyse the reasons for premature withdrawals. Stagnation is responsible to some extent for this wastage. Poverty is another factor contributing to wastage. The unattractive school work also contributes to wastage. Some

children stop away owing to indifference of the parents. Ill-health is another reason for premature withdrawals. To reduce wastage, all these contributory factors have to be tackled. Stagnation should be reduced appreciably by special attention to backward children and by adopting scientific methods of teaching. The gradual improvement of the economic condition of the country will also help to reduce wastage. Supply of mid-day meals will enable children to continue their studies longer than they will do otherwise. A new atmosphere of cheer, brightness, enthusiasm and activities should come into the school if we want to prevent pupils from stagnation or premature withdrawal.

144. A better planning of working days so as to provide for holidays during seasonal agricultural operations and of the timings so as not to clash too much with the requirements of the rural life may also help to reduce wastage to an extent.

#### (iv) PRE-PRIMARY EDUCATION.

145. There is a saying, "Give me the child till 7 and I care not who has him after". There is a great deal of truth and wisdom in this. This means that the future development of the young child and of the whole nation may largely depend on the attitudes, the habits and the behaviour he imbibes and the interests he develops during the first seven years of his life. Proper training during these early years will aid the mental and physical growth of a child to a very great extent.

146. Education for that period is largely the provision of an environment which will enable a child to develop its innate powers. The environment should provide a social atmosphere which will promote in the child self-confidence and social habits. Children under five years of age should not be subjected to any mental pressure or undue physical discipline. Freedom of movement, constant change of occupation, frequent visits to the playground, and opportunities for sleep are essential. The proper place for a child between the ages of 3 and 5 is the home provided the home environment is satisfactory. But, in the existing conditions, we find the home surroundings are not satisfactory in the case of many children. For children from homes where suitable environment is lacking, the best place is a nursery school.

147. A good nursery, Kindergarten or Montessori school or a pre-basic school provides the proper atmosphere. It provides healthy external conditions and helps to develop good and desirable habits. It gives training in personal hygiene and provides opportunity for the exercise of imagination and the development of interests and skills of various kinds. It also helps to develop correct speech habits and self-expression.

148. At present we are not having in our State many pre-primary schools. There are only 33 schools with about 2,000 pupils attending them. The need for more schools cannot be over-emphasized, but, as it is very necessary for the State to conserve

its financial resources in every way to provide for free and compulsory primary education, the State cannot take the responsibility of providing on a large scale for the education of children under five years of age. However gradually increasing provision may be made for assisting pre-primary schools run by private agencies.

149. While we are on the subject of the pre-primary education, the pleasing panorama of convent nursery schools run by missionary institutions comes before our eyes. We are grateful to the managements of many of these convents both in the city of Madras and in the mufassal for the willingness with which we were taken to the institutions and allowed to see for ourselves the pattern of education, which the children there receive. We should like to place on record that we were well impressed with the standard of education in those schools.

150. Still the Committee genuinely feels that it will not be misunderstood, if it expresses a view here and a view there about these institutions, views which though they may appear critical are not meant as a hostile criticism. It is accepted by every individual and organization in our country that there must be an increasing sense of nationalistic spirit, in every activity of the Indians in India. When that is the objective for which the entire Nation and its leaders are working for, it somewhat disturbs us to find that in many of these convent schools the curriculum of studies is such that it is not very helpful for a child to get a growing appreciation and admiration for things Indian.

151. We have had occasions to talk to many parents of children studying in many of the convents and they themselves said that they would have been happier, if their children had been taught more of the Indian History, more of heroes of our land and of our legends and greater appreciation had been instilled into the children of the Indian ways of life. To cite perhaps an extreme case, we will say what a child of a convent said when asked to name three birds. The answer was the sparrow, the nightingale and the robin. When this catalogue of this curious species was given by the child, one of the Members of the Committee asked the child as to whether she had known of a bird called crow. The answer was they were not taught about it. We do not want to draw any great inferences from this incident, but we do like to emphasize that institutions in India teaching children of tender age should give great attention and great priority to things Indian. And if this love of the Indian spirit is not instilled into the child early enough, one does not know, as to whether we are not doing a positive injury to the child, which is the future citizen of India.

152. After saying all that we have said above, we should once again like to pay a tribute to these managements for the really noble work which they are doing. But, we earnestly hope that

they themselves will read the changing times and so adjust themselves. It is also the duty of the State to interfere wherever necessary to see that the proper correctives are introduced. The fact that no aid is received from Government for such institutions should, in our opinion, be no bar to the Sovereign State making it perfectly clear as to what the fundamental objectives and ideas of educational institutions should be.

#### (v) SINGLE-TEACHER SCHOOLS.

153. Single-teacher schools have been in existence for a long time and they have played their own humble part in meeting to some extent the educational needs of remote and sparsely populated areas. They are regarded as ineffective in the removal of illiteracy and as being responsible for stagnation and much wastage and there is general agreement about keeping the number of single-teacher schools as low as possible. If education is ultimately to reach all the inhabited areas it must be by means of single-teacher schools. No other type is possible as the number of pupils in those areas are bound to be too small to warrant the appointment of more than one teacher. We do not consider it right to deny such educational facilities to any locality merely because an elementary school in that place has no prospect of becoming even a two-teacher school.

154. There are already 1,921 single-teacher schools in addition to the 2,270 single-teacher schools opened under the Government of India's Unemployment Relief Scheme. There is a proposal to open 1,054 single-teacher schools in the school-less centres with a population of 500 and above during 1955-56. All these schools and most of the 1,921 single-teacher schools which were in existence before 1954-55 could be converted into multi-teacher schools in due course.

155. There are two important problems that face single-teacher schools. The first is the administrative and the other pedagogic. The administrative problem is the postings and transfers of teachers to the single-teacher school in rural areas. It is agreed on all sides that the work in a single-teacher school is more difficult than that in a multi-teacher school. It is therefore essential that the single-teacher schools should be under the charge of capable and conscientious teachers. Teachers will be ordinarily unwilling to serve in these schools because they are generally situated in out-of-the-way places where even elementary amenities are lacking. Private agencies may find it comparatively easy to secure the services of suitable teachers. But for public managements it will be a real problem. We feel that provision of residential accommodation for the teacher near about the school will be an incentive for teachers to serve in such schools and as such, provision should be made for it in future wherever a single-teacher school is planned.

156. We have also to face the problem of leave of teachers in single-teacher schools. In a multi-teacher school even if one or two teachers go on leave the work can be redistributed among the remaining staff without closing the schools. But a single-teacher school has necessarily to remain closed when the teacher goes on leave. It takes time to appoint a substitute when the leave applied for is a long one and it is not always that the substitute joins. Sometimes he chooses not to join. Then another substitute has to be appointed and it may so happen that by that time the permanent incumbent joins duty on the expiry of the leave. Several single-teacher schools thus remain closed for a month or more. As a remedy if there is a school under the same management nearby with five or more teachers one of the teachers may be asked to take immediate charge of work in the school.

157. Another issue that arises in the context of single-teacher schools is whether the teachers working in them need any special training. That these teachers need special training is a statement which is not likely to be disputed. Very little attention has been paid to this aspect in the past. At present the trainees in our training institutions seldom get an opportunity to see a model single-teacher school or to practise in it. We suggest that the special techniques to be adopted in single-teacher school should form an integral part of the curriculum of training schools for primary teachers and that trainees may be given practice in plural class teaching while under training.

158. In view of the fact that in such schools a single teacher has to handle a few classes simultaneously, he must have better educational equipment than other teachers. We therefore recommend that only secondary grade trained teachers should be appointed in those schools and no untrained teacher should be appointed. As we feel that no teacher could do justice to his work if he were to handle five standards at a time we recommend that a single-teacher school, which is not likely to develop into a plural-teacher one, should be recognized only as a feeder school with Standards I to III. By the time the pupils complete III standard they would be old enough to walk some distance and reach without difficulty another complete school in the neighbourhood with at least five standards.

#### (vi) EDUCATION OF THE HANDICAPPED.

159. In any system of education there should be provision for the education of "the handicapped" like the blind, the deaf mute and crippled. There are at present 15 schools for the handicapped and about 1,300 boys and girls are receiving instruction in them. The names of the schools and their strength are furnished in Appendix VII. The elementary school syllabus is generally followed in these schools. In addition to general education vocational training in crafts like rattan-work, wood-work, weaving



and tailoring is also given. Instruction is free in all these schools. Boarding and lodging facilities are also provided. Accurate statistics of handicapped children in the State are not available. But it cannot be denied that there are several thousands of handicapped children without educational facilities. We would suggest that Government should conduct a survey with a view to determining, as accurately as possible the number of defective children—mentally or and physically defective—in the State and open more special schools for such children. At present there are no special schools for mentally defective children. These children need special treatment and cannot be given satisfactory education in ordinary schools. The starting of special schools for mentally defective children is therefore recommended.

(vii) EXPERIMENTAL SCHOOLS.

160. In the course of our tours we visited many schools. Naturally almost all the schools were following a pattern without any difference. In none of the schools was there any attempt at any experiments in education. The Committee genuinely feels that in the growth of education in a big State as Madras there have to be, here and there, in selected parts, a few schools devoted to these experiments in education—no doubt without inflicting any injury on the child's normal development. To ensure a proper growth of education in the ultimate analysis, it is essential that the State should give encouragement to schools devoted to experiments in education. Care should no doubt be taken in choosing the spot and the management. It is of the utmost importance that wherever such experiments are being carried out, they should be done under the supervision and care of competent teachers and no emphasis in this regard can ever be too much. The staff of such experimental schools should not only possess qualifications superior to those possessed by teachers of ordinary schools but also have the special aptitude and training necessary for experimental work. It is also essential that an experimental school should submit to the Education Department a detailed scheme of the work proposed to be done there and get the approval of the department. The scheme should be carefully scrutinized by the department before the approval is accorded.

161. Large-scale expansion of Kindergarten, Montessori and Nursery schools in their traditional form with elaborate equipment are clearly beyond the resources of our State. We must therefore discover an adapted form of nursery education which will suit our resources. Through experimentation we could learn to make simple and inexpensive apparatus out of cheap material available locally and also provide a wide range of activities for children.

162. The possibility of utilizing artisans in school activities after giving them adequate background knowledge both general and pedagogic has been suggested. This may perhaps be a subject of an experiment.

163. Plural-class teaching, the sub-normal child, the delinquent can all be subjects of experiment.

164. The Committee recommends that recognition may be accorded to experimental schools started with the approval of the department and if the finances of the State permit aid also may be given.

(viii) EXTRA-CURRICULAR ACTIVITIES.

165. Any scheme of education should provide for character building. Such character building is made possible mostly by activities like Scouting, Junior Red Cross, etc., which are ordinarily called extra-curricular activities. The importance of these activities cannot be over-emphasized. Hence due attention should be paid in every school for the organization of these activities which we suggest may better be called co-curricular activities.

166. It is necessary that the teachers of primary schools should be given adequate training in organizing these activities in schools. As far as possible it must be ensured that each school has one or two teachers trained in Scouting and Junior Red Cross. Where there is lack of such teachers a systematic attempt to train adequate number of teachers may be made. The inspecting officers should consider it an important part of their duty to review these activities and guide the teachers in their organization of such activities in the course of their visits to the institutions.

(ix) PARENTAL CO-OPERATION.

167. Most of the parents are poor and illiterate and they remain either indifferent or unsympathetic towards the work of the school. By encouraging visits by parents to schools and by making visits to the homes of the children and thereby establishing friendly contact and getting to know the nature of the living conditions of the pupil, the teacher can show that he is the child's best friend and wisest counsellor. Every school should have a parents' association and at its meeting teachers can explain the aims and objectives of the school and acquaint the parents with the work done in the school to fulfil them. The parents' association should form an integral part of the school activities as it helps to bring together two partners in educational efforts and ensure parental co-operation. Such close contact between the parent and the teacher will enable the teachers' efforts to bear fruit in a large measure. The School Exhibition, the Open Day and the Annual Day, Social Service Weeks, etc., must go a long way in establishing sound relationship between the community and the school.

(x) AUDIO-VISUAL AIDS.

168. Audio-visual aids have become a very useful educational medium but in our country these aids are used in a very restricted scale even in high schools. However some beginning may be made somewhere, say, installing the Radio.

169. Radio is a very effective supplementary tool in the hands of the gifted teacher. The community radio sets supplied to villages may be located in schools as far as possible, so that the pupils may have the benefit of educational broadcasts. This can be the starting point for our audio-visual aid programme for elementary schools.

#### *Museums.*

170. The tendency to collect things is an important characteristic noticed in children at the primary stage and teachers should utilize this innate characteristic in promoting the social and intellectual development of the children. School museums afford suitable opportunities for the expression of this tendency. Children should be encouraged in making collections of nature specimens and of pictures that illustrate the lessons they have learnt and the activities they have planned and undertaken. The collecting of such materials should form part of the children's co-curricular activity. Every school or if possible every class should have a corner set apart for these collections.

171. In addition to these school and class museums, the possibility of starting a children's museum at every district capital, and some rural centres, organized and built up under the control of the Department of Education may be considered. Periodical visits to these museums by children should be arranged.

#### (xi) MORAL AND RELIGIOUS INSTRUCTION.

172. In the course of our tours we heard the views of educationists and others about moral and religious instruction in elementary schools. A few advocated the imparting of religious instruction in schools and during working hours. But a large majority of those who gave evidence before us expressed the view that religious instruction should not find a place in the school curriculum in our secular State. They had however no objection to imparting moral instruction within school hours. We also hold the view that there should be no religious instruction in schools but that moral instruction only should be imparted during school hours as ours is a secular State and as there are pupils of various religious faiths in many schools. A thin line divides moral and religious instruction. It is just possible that an enthusiastic teacher oversteps and indulges in indoctrination of a particular faith offending thereby the susceptibilities of the people belonging to other faiths. The need for guarding against such a tendency cannot be too strongly emphasised.

#### (xii) RESEARCH.

173. There are certain vital problems like wastage, stagnation, single-teacher schools and backwardness of certain pupils facing us to-day. The curriculum of studies and methods of teaching followed in single-teacher schools are the same as those followed in multi-teacher schools. On the very face of it this does not seem

to be a satisfactory state of affairs. Research in this direction will give us the necessary clue for evolving a different teaching technique and for making suitable alterations in the syllabus for single-teacher schools. Stagnation and the enormity of wastage in elementary schools have been dealt with in detail in another chapter. Research might reveal the real causes of stagnation and wastage and suggest a remedy for these twin evils. A study of population trends is necessary for gathering the necessary data for planning for future expansion. A good deal of educational statistics is compiled and published periodically. It cannot be denied that interpretation of these statistics will help us a great deal in our planning for the future.

174. We therefore suggest the establishment of one Research section in the Office of the Director of Public Instruction for this purpose.

175. The possibility of encouraging private institutions to undertake experimental and research programmes and affording facilities for such work may also be considered.

## Chapter X.

### INSPECTION.

176. In any scheme of educational reconstruction the question of inspection and supervision is of primary importance as the success of the scheme depends very largely on the calibre of the *inspecting and other administrative staff*. In our State the Deputy Inspectors of Schools are the officers directly in touch with elementary schools. There are two grades of Deputy Inspectors of Schools, namely, junior and senior. They are borne on different scales of pay. Officers of both the grades are entrusted with almost identical functions in regard to inspection of elementary schools but the Deputy Inspectors of Senior Grade are responsible for office work.

177. The Deputy Inspectors of Schools of both the grades are expected to visit every school in their jurisdiction at least twice a year and if possible three times. They have also to conduct the annual inspection of all the elementary schools and in addition assist the District Educational Officer in the inspection of secondary and special schools and the Commissioner for Government Examinations in the conduct of Public Examinations. There are at present 197 Deputy Inspectors of Senior Grade and 156 Deputy Inspectors of Junior Grade. The total number of elementary and basic schools is about 25,000 including those opened under the Government of India unemployment relief scheme. This works out to 71 schools on an average for each Deputy Inspector. A few Deputy Inspectors have even as many as 90 schools under their inspection jurisdiction. This work-load is undoubtedly too heavy to admit of really efficient work.

178. It was represented to us that elementary schools were not receiving as many visits by and as much guidance from inspecting officers as they ought to, in view of the large number of schools under each officer and the obligation to spend considerable time on scrutiny of records, etc., which it may not be possible to avoid. We are therefore of the opinion that the inspectorate should be strengthened considerably so that the Deputy Inspector could find time to acquaint himself with the working of each school in his charge and appreciate its problems and also to help the teachers to carry out his advice and recommendation. Frequent contacts between the Deputy Inspectors and the public which are vital for the expansion of education scheme will also be possible only if the number of schools entrusted to the care of the inspecting officer was smaller and the range more compact.

179. It has been pointed out to the Committee that the district board elementary schools suffer for lack of supervision. While municipalities are allowed to appoint supervisors of elementary schools, district boards are not allowed to do so. The need for such supervision is not less pressing in the case of district board schools. If anything it is more pressing than in the case of municipal schools. The need will exist even in the case of the proposed regional boards. Hence we recommend that the proposed regional boards may be allowed to appoint supervisors of elementary schools.

180. We are not very sanguine about the capacity of secondary grade teachers to play efficiently the role of a friend, philosopher and guide which the Inspecting officers are expected to be. We would therefore recommend that recruitment of secondary grade teachers for the inspectorate should be stopped.

181. We do not favour the appointment of separate Basic Education Officers. Their continuance will only lead to overlapping of effort. On the other hand all District Educational Officers should be trained in the theory and practice of Basic education, so that they may be in charge of all types of educational institutions.

182. It was suggested by some that there may be two separate District Educational Officers for each district, one for elementary education and the other for secondary education, so that the workload for each District Educational Officer might not be so great as to impair efficiency. We strongly feel, that this kind of bifurcated responsibility over the same extensive area vesting in different offices will mean a waste of time, effort and money in covering the same wide jurisdiction. It is not also in the interest of officers to get into water-tight compartments. The better course will be to have more officers, who are in charge of all aspects of Education, with reduced jurisdiction. We feel there is need for more District

**Educational Officers.** In the circumstances we recommend the appointment of more District Educational Officers to ensure effective supervision, control and guidance.

## Chapter XI.

### CONCLUSION.

183. We cannot end our report on Elementary Education better than by quoting the grand old man of India, Bharata Ratna Sir M. Visweswariah, one who has done yeoman service for the cause of education and engineering. This great man of 96 whom we had the privilege of interviewing at Bangalore told us in clear and effective terms that no matter what one does with regard to elementary education, what one has to remember and bear in mind is this: "Act with firmness, consistency and honesty of purpose and give a fair trial to any scheme you launch upon". We feel that this advice of this great man should be borne in mind particularly by the State which is anxious to introduce reforms in elementary education. Our humble request and advice would be that Government should come to a decision after looking into all factors. But whatever decision they come to let them act with firmness and give it a fairly good trial before switching on to another scheme which is equally and perhaps more attractive.

184. As a committee very interested in and entrusted with the task of reform of elementary education we are very much struck by the beautiful and crisp saying of yet another great man G.B.S. (George Bernard Shaw). In his own characteristic way, he said "Now-a-days people are anxious to know more of the X L Z of anything rather than the A B C of a thing". This, in our mind, beautifully explains the unhappy approach of many people to great problems and particularly to elementary education. What our Committee tries to impress is that however much society and the State are interested in the higher regions of education like collegiate education and higher research, what really will shape the future of things to come is not the higher level of education so much as the base of all education, i.e., elementary education. The A B C in its largest sense should be taught to the children in the proper manner before they are led to know the X Y Z of the thing. This approach will, to a great extent, mould the child in the manner in which it has to be really moulded if he is to be a good citizen of the State. The A.B.C. for a child, according to our minds as it should be to all minds is the development of character and should really take high priority in the early stages of education.

185. The person who is entrusted with the care of the child is the teacher and he be more than anybody else can shape the future of the growing child,

186. The teacher in society has rightly been given a great place in that he in effect shapes the personality of one under his care. There are teachers at various levels—elementary, secondary and collegiate and post-graduate. In this long array of teachers, it is rightly said that the elementary school teacher occupies a very strategic point in that he is in contact with the children of most tender age, an age when the child can be shaped either for bad or for good. The quality and the capacity of the teacher are almost directly reflected in the growth and the shape of the child. Hence it is an utmost necessity for the State and society to remember that however humble the elementary teacher might look and however meagre his emoluments might be compared with the teacher at other levels, still he has to be looked after and given a proper place in society by reason of the treasure entrusted to his care in the shape of a growing young child.

187. We are quite conscious of the difficulties of any State in the matter particularly of finance in introducing proper kind of reforms. What our Committee would like to impress upon Government is that elementary education, though apparently at the base of the pedestal occupies a high and strategic position and consequently the greatest importance and the greatest priority should be given to matters relating to elementary education. As one thinks of elementary education one is reminded of the extreme importance accorded to it by Great Britain. Mr. Butler, the present Chancellor of Exchequer recently said, "The Government have always believed with Disraeli that upon the education of the people of this country, the fate of this country depends". This statement of Disraeli and this great faith of the British people in that statement is beautifully reflected in the following facts. Great Britain is spending as much as nearly 400 million pounds a year on education and out of that sum nearly one million pound a week goes on school buildings. Since April 1945, no fewer than two thousand school buildings have been completed. In the County of Middlesex alone the education authority opened on an average of one new school building every month since 1946. This is the type and order of importance which Great Britain, a highly developed country, is giving to education. It is needless for us to state what emphasis and what priority our Government should give to elementary education. We are deeply conscious of the importance which the country attaches to education generally and particularly elementary education and leave it to Government with the prayerful hope that Government, who have already come forward with handsome gestures of application of this vital fact, will still go on in this noble cause of compulsory education not merely in quantity but also in quality.

188. As we come to the end of our labours we are deeply conscious of the continuous and never-failing assistance given to us by the Secretary of our Committee, Mr. S. Vadivelu. He had to work

often under great strain and on many occasions under some handicap as well. We wish to place on record our sincere appreciation for his good work in this great cause.

(Signed) R. M. ALAGAPPA CHETTIAR.

( „ ) N. D. SUNDARAVADIVELU.

( „ ) S. MEENAKSHISUNDARA MUDALIAR.

( „ ) V. S. GOPALAKRISHNA AYYAR.

( „ ) K. ARUNACHALAM.

( „ ) M. ARUNACHALAM.

\* I sign the report without prejudice to any recommendations that I may have to make as Head of the Department.

† Subject to the minute of dissent appended.

We, the Members of the Committee, feel that the people of the State of Madras owe a great a debt of gratitude to our Chairman, Dr. Alagappa Chettiar, for the time he has given and the trouble he has taken in guiding the Committee in its work. His enthusiasm, drive and attention to details, not to speak of his impartial and broad outlook and his keen and sympathetic insight into human problems, were of immense help to us. We were not a little enthused by his fineness of humour, his extraordinary capacity for work. His great kindness, genial nature and democratic spirit helped us in all our discussions. Our association with him has been for us a happy and enabling experience. It gives us great pleasure to place on record our sincere gratitude to him.

(Signed) N. D. SUNDARAVADIVELU.

( „ ) S. MINAKSHISUNDARAM.

( „ ) V. S. GOPALAKRISHNA AYYAR.

( „ ) K. ARUNACHALAM.

( „ ) M. ARUNACHALAM

## Chapter XII.

### SUMMARY OF RECOMMENDATIONS.

#### PATTERN.

1. The elementary school course should be an integrated one of eight years' duration. The age of admission should be five plus (paragraph 60).

2. No change in the nomenclature of the three types of schools, viz., the higher elementary, senior basic and middle is considered necessary till all these three types of schools ultimately conform to the Senior Basic pattern (paragraph 61).



3. Till the higher elementary schools and the middle school forms of Secondary schools are converted into the Basic pattern, the syllabus of the Higher Elementary standards may be brought as near to that of the Middle School forms as possible and the teaching of English to all the pupils of standards VI to VIII may be made compulsory. Any other new language like Hindi need not be introduced in higher elementary schools (paragraph 62).

4. An extra teacher may be permitted immediately for every complete higher elementary school. This teacher may be a pandit in the regional language, or a secondary grade or senior Basic trained teacher, if a pandit is not available (paragraph 62).

5. The Eighth Standard Public Examination and the issue of a certificate which makes the pupil eligible for admission into Form IV without further test by the school may continue (paragraph 63).

#### CURRICULUM.

6. An *ad hoc* committee may go into the question of the revision of the existing syllabus of the elementary schools which was introduced in 1939 (paragraph 65).

7. The features of Basic education like practice of healthy living, practice of self-reliance and practice of cultural and recreational activities may be incorporated in the curriculum of all elementary schools (paragraph 66).

#### ORGANIZATION.

8. There is no case for reduction in the number of working days of the elementary school from 220 in a year (paragraph 67).

9. A general reduction in the number of working hours of the school day is not necessary (paragraph 70).

#### BASIC EDUCATION.

10. The middle school forms and the primary sections of secondary schools in compact areas should be converted into Basic pattern progressively. A beginning may be made with primary classes (paragraph 87).

11. Systematic productive craft work may be begun only from grade III of Basic schools. In grades I and II the programme may be so arranged as to provide for activities in general without the present emphasis on productive craft (paragraph 74).

12. Gardening may be introduced as the main craft in most of the Basic schools. Crafts like pottery, mat-weaving, etc., may also be tried wherever possible (paragraph 79).

13. Suitable printed teaching materials for pupils, guide books for teachers and charts, pictures and other teaching aids may be made available in an adequate measure for Basic schools and elementary schools too (paragraph 81).

14. Pupils in basic schools should be allowed to utilize all produce after paying a portion of the cost of raw materials as this will enhance the educational value (paragraphs 82 and 83).

### MANAGEMENT.

15. Every individual-managed institution should have within a date to be specified by Government, a properly constituted and registered managing committee, in whose hands the management will thereafter vest. This will apply to teacher-manager institutions as well (paragraph 92).

16. Government should nominate one or two representatives to each of these reconstituted managing committees (paragraph 92).

17. If any institution fails to reconstitute the management as suggested above, Government should take over that institution and entrust it to the regional board proposed (paragraph 92).

18. Government should nominate one or two of its representatives on the existing managements of elementary schools (paragraph 93).

19. Organizations managing a number of institutions should have a separate governing council for elementary schools alone. The constitution of such governing councils should be acceptable to the department. Government should nominate one or two of its representatives on these councils (paragraph 94).

20. Municipalities may continue to manage elementary schools (paragraph 96).

21. Government should render adequate assistance to ensure the efficient working of the municipal schools (paragraph 96).

22. Schools under the management of district boards and panchayats should be transferred to the proposed regional boards (paragraph 97).

23. In future only municipalities and regional boards should be permitted to open elementary schools (paragraph 105).

24. The rules relating to public-managed schools should be liberalised and more funds made available to them (paragraph 105).

### FREE EDUCATION.

25. No elementary school, under public or private management, should be allowed to levy fees (paragraph 106).

### TEACHERS.

26. Admission to elementary grade training should be restricted to candidates who have failed in the S.S.L.C. Public Examination, and have obtained the minimum marks to be prescribed, and those who have passed the Eighth Standard Public Examination, preference being given to the former (paragraph 107).

27. The training course for the Secondary and Elementary grades may continue to be of two years' duration (paragraph 109).

28. Arrangement should be made in training schools for teaching practice in Physical Education as in other academic subjects (paragraph 110).

29. Women teachers should as far as possible be appointed for Standards I to III (paragraph 111).

30. It may be possible to employ part-time married women teachers. They should be preferred to untrained full-time teachers. When part-time teachers are employed they may be in units of two. They should be appointed only for higher elementary standards and not for the lower elementary as children of tender age need the continuous care of the same teachers (paragraph 112).

31. Refresher courses and Seminars should be arranged periodically. It should be so planned that every teacher will be able to undergo refresher courses at least once in five years (paragraph 113).

32. The decision of the Government to give the benefit of Provident Fund-cum-Pension may be followed by Compulsory Insurance Scheme for the teachers (paragraph 115).

33. The scales of pay of teachers should definitely be better than those given in other fields of employment to persons possessing the corresponding general educational qualifications only, without the professional qualifications. Even if acceptable scales of pay cannot straightaway be given, at least a beginning should be made without delay (paragraph 116).

34. Provision of living quarters for the teachers in the school village itself deserves serious consideration and when a new school is started in future, care should be taken to provide for teachers' quarters even at the commencement (paragraph 118).

35. Steps should be taken to simplify the procedure for closure of Provident Fund Accounts so as to ensure the timely closure of the accounts (paragraph 120).

#### COMPULSION.

36. As a first step towards the introduction of Compulsory Elementary Education Scheme, the State should see to it, that every village of a population of 300 and above has a school either in the village or within a reasonable distance (paragraph 125).

37. Provision should be made for the supply of midday meals to school-children in places where the public are prepared to meet at least 50 per cent of the cost (paragraph 127).

38. The possibility of partial compulsion, like compulsion of attendance of pupils, already enrolled, till they complete a particular stage, in selected areas may be considered (paragraph 129).

#### BUILDINGS LAND AND EQUIPMENT.

39. A building drive should be launched immediately in order to provide suitable structures for schools. The assistance offered by the development departments should be fully utilized (paragraph 130).

40. Immediate steps should be taken to provide urinals and latrines for schools. Provision of sanitary convenience should be part of the Building Programme (paragraph 132).

41. Wherever Government lands are available, they should be alienated without undue delay in favour of schools to serve as playgrounds and garden space (paragraph 134).

42. A suitable library should be built up for each school (paragraph 135).

43. Every higher elementary school should have adequate apparatus and materials (paragraph 136).

#### TEXT-BOOKS.

44. The starting of a research section in one of the teachers' training colleges, to conduct research and offer advice to the department and the publishers in the matter of preparation and prescription of books may be considered (paragraph 137).

45. Change of text-books within three years from the date of prescription should not be permitted except under the conditions specified (paragraph 138).

#### PRE-PRIMARY EDUCATION.

46. As the State cannot take the responsibility of providing on a full scale for the education of children under 5 years of age, increasing provision may be made for assisting pre-primary schools, run by aided agencies (paragraph 148).

#### SINGLE-TEACHER SCHOOLS.

47. Provision of residential accommodation for the teacher in charge of a single-teacher school near-about the school will be an incentive for the teacher to serve in such schools (paragraph 155).

48. The special techniques to be adopted in single-teacher schools should form an integral part of the curriculum of the training schools and the trainees may be given practice in plural-class teaching (paragraph 157).

49. Only secondary-grade trained teachers should be appointed in single-teacher schools. Untrained teachers should not be appointed in them (paragraph 158).

50. A single-teacher school which is not likely to develop into a plural-teacher one should be recognized only as a feeder school with Standards I to III (paragraph 158).

#### EDUCATION FOR THE HANDICAPPED.

51. A survey for determining as accurately as possible the number of defective children in the State should be undertaken and more special schools for such children opened (paragraph 159).

## EXPERIMENTAL SCHOOLS.

52. Recognition may be accorded to experimental schools, started with the approval of the department and if finances permit, aid also may be given (paragraph 164).

## CO-CURRICULAR ACTIVITIES.

53. Teachers of primary schools should be given adequate training in organizing co-curricular activities (paragraph 166).

## PARENTAL CO-OPERATION.

54. Every school should have a parents' association (paragraph 167).

## AUDIO-VISUAL AIDS.

55. The community radio sets supplied to villages may be located in schools, as far as possible, so that the pupils may have the benefit of educational broadcast (paragraphs 168 and 169).

56. Every school should have a museum. The possibility of starting a children's museum at every district headquarters may be considered (paragraphs 170 and 171).

## RELIGIOUS AND MORAL INSTRUCTION.

57. Religious instruction should not be imparted within school hours. But, moral instruction should form part of the curriculum (paragraph 172).

## RESEARCH.

58. A research section may be established in the office of the Director of Public Instruction. The possibility of encouraging private institutions to undertake experimental and research programmes may be considered (paragraphs 174 and 175).

## INSPECTION.

59. The inspectorate should be strengthened considerably so as to reduce the present work load of Deputy Inspectors (paragraph 178).

60. The proposed regional boards may be allowed to appoint supervisors of elementary schools (paragraph 179).

61. Recruitment of secondary grade teachers for the inspectorate should be stopped (paragraph 180).

62. The appointment of separate basic education officers is not favoured (paragraph 181).

63. More District Educational Officers may be appointed for ensuring effective supervision, control and guidance (paragraph 182).

## APPENDICES.

## Minute of Dissent.

## NOTE BY SRI M. ARUNACHALAM.

I submit the following note of dissent on Basic Education.

The Basic scheme as originally formulated is essentially a rural one intended for the villagers. It aims at a social order where there will be no machinery or at any rate a social order wherein large-scale production with the help of machines will not be encouraged. At the All-India National Education Conference held at Wardha in October 1937, Mahatma Gandhi stated categorically: "If you think that machines are really indispensable, you must reject my scheme and suggest a new one. I shall be thankful to you."

As the nation, in spite of the dream and wishes of the Father of the Nation, has not decided to discard machines and inasmuch as we have thrown in our lot with industrialization, the claims of Basic Education have to be examined critically.

Some of the supporters of basic education go to the extent of saying that primary schools in rural and urban areas are bound to be different and they recommend the Wardha Scheme of Basic Education for the rural areas. It is undemocratic and against the principles of primary education. One of the aims of primary education is to safeguard equity and not to perpetuate social injustice and the differences in the availability and use of opportunities between children living in rural areas and those in towns. There is a great deal of rather loose thinking about rural education, rural bias, and rural subjects. Rural subjects are no less valid in urban areas, and urban subjects should not be shut out of the curriculum of the primary schools in rural areas. With the increasing use of electrical and other mechanical devices and with better transport facilities, our villages are bound to become modern in a rapidly changing and increasingly complex industrial environment. So any sound system of education cannot overlook these points.

It is stated in the Zakir Hussain Committee report that "The object of Basic Education is not primarily the production of craftsmen able to practise some craft mechanically, but rather the exploitation for educational purposes of the resources implicit in craft work". So, production and gainful occupation in the school should not be considered as an end in itself but as means which makes real the scientific and social meanings of occupation and work. It must logically follow that when all educational implications have been drawn from such work, it should be dropped and new fields must be explored.

The main objective should not be obscured in the enthusiasm for any single type of work or craft or in aiming at achieving production without consideration of educational values and outcomes. Basic education, though defined as education through the medium of gainful work has practically meant, after nearly eighteen years of trial and experiment, education through spinning. It is an attempt to teach the child to look out on the world through this one window of an old craft. It is, to say the least, a narrow approach to the present-day world, its nature and problems. The basic orientation is quite unrealistic. Also the gainful nature of the occupation of spinning and weaving cannot go unquestioned in the present set up.

Education should not be merely bookish appealing only to the intellect and depending solely on the memory. Children should be trained in the use of their hands and they should be taught to realize the dignity of labour. Education must be through activity and experience. Only knowledge acquired through activity and experience will have a lasting value. Nobody disputed these points. But to equate them all with basic education and to say that education through a single craft alone is in line with the modern trends in education and that it is education for life is a thing which one fails to understand.

No doubt a number of activities have been recently introduced in basic schools and elaborate syllabuses have been prepared centring around day-to-day activities as well as the basic crafts of spinning and weaving and agriculture. An examination of these syllabuses will show that a large part of them is general correlation as different from craft correlation. This is clear proof to show that the craft or crafts chosen have limited scope for affording educational possibilities for correlation and that the original claims in the matter of craft correlation are extravagant and wide of the mark. After trying the scheme for a fairly long period well over eighteen years—correlation (both craft correlation and general correlation) is still a problem even in the handful of model basic schools in the south where sincere efforts, under expert guidance and supervision have been made to teach through crafts. Such being the case in these chosen schools, nothing very scientific or remarkable can be expected of other basic schools. And those that are being hurriedly converted into basic ones are nothing but a caricature.

Even in those model basic schools, there has arisen a growing habit of regarding the immediate interests of the child as an answer to the problem of what to teach; and also a tendency to allow the child to develop his own interests in accordance with his needs. It is part of the work of a good school to create the right sort of interest in accordance with a sound assessment of the ultimate good of the child. But basic educationists forget that sometimes it is wise and very necessary in the school to impose drudgery on the child. Activity methods have been in vogue in a number of schools in western countries for over half a century. The activity curriculum is devised to provide satisfying and continuous series of experiences so that the resulting knowledge may offer a basis for further mental and emotional development. So the ends which the new education techniques are meant to subserve should not be neglected. It is not enough to insist on activities and experiences for all activities and experiences are not equally educative. Everything depends upon the quality of the experience and activity. Experience and activity which are merely physical in nature can hide a considerable amount of mental vacuity. To be a useful educational technique the activities must be adequately supervised and correlated with direct instruction.

Further the philosophic assumptions about the nature of men on which the activity methods are based are not beyond doubt. So in countries like England and America educationists have now begun considering the 'sins' and the weak points of contemporary education and exposing the ambiguities inherent in many of the modern ideas.

There is a growing realization in those countries that in education there is room for the unconventional as well as the conventional and that the aim should not be uniformity but diversity. There are certain sections of the work in the school which must be presented on an authoritarian basis, for example, the mechanics of arithmetic, the technique of reading, writing, spelling, etc. Here as well as in other substantial sections of the work of the school, authoritarian techniques are most effective. The activity methods which concern with motivation should be restricted to those parts of the curriculum in which they are appropriate, for example, social studies, health, education and science. The educational process involves the use of different methods for work on different levels. Methods appropriate to acquiring knowledge must necessarily be different from methods appropriate to acquiring skills. There need not be any national policy for teaching methods. A national policy is required only for educational ends. Insistence on nation-wide and uniform teaching methods will mean the death of sound education.

There is a growing consciousness, especially in England, of the evil consequences of neglecting linguistic training in the enthusiasm for the new methods. Sterile verbal gymnastics are no doubt useless. But the capacity to express oneself with precision should be held to be among the most highly valued treasures that a civilized life can afford. Verbal training helps in the enrichment of the child's experience and the constant under-valuing of verbal training forms one of the most dangerous features of modern as well as basic education. The activity and experience idea of primary education should not lead people to think that the acquisition of knowledge and the storage of defects are not proper functions of the primary school. To build one's intellect and personality one must possess knowledge. So acquisition of knowledge is an essential part of primary education. Teachers in the West have come to realize that the basis of education in the 3 R's. must be guarded and there is considerable uneasiness among them regarding low standards in the 3 R's. resulting from an over-emphasis on the activity methods. Judging basic education both in theory and practice in the light of the foregoing, the following will be clear to any unbiased person.

The basic scheme is not a balanced one; for the hours at school are not shared by activities and the tools of learning and communication (the 3 R's.) in any reasonable measure or in proportion to their relative importance. According to the practice which now obtains three hours and a half are allotted for craft and activities and only one hour for correlated teaching. The activities, even as contemplated by the framers of syllabuses, are mostly physical and the experience involved therein, is narrow. The time given for craft work is very long. Work is undertaken as an end in itself and it is continued after its educational possibilities have been exhausted.

There is very little time in the basic school schedule for the development of any useful activity programme, correlated teaching, and project work as a large part of the time is intended for mere craft work. Correlation still remains a problem even in the best of the basic schools. It should also be mentioned here that the methods involved in correlated teaching are not taught and demonstrated even in the basic training schools. What is actually found in basic schools



as well as in basic training schools is work and education but not education through work. Separate activity periods are provided and these cannot be considered educationally sound in principle. There is a tendency to deery the acquisition of knowledge. Above all the 3 R's have definitely fallen from favour and the time allotted for them is almost negligible. There is no provision for any systematic linguistic training and provision for the use of text-books.

The basic scheme therefore cannot be considered the right answer or approach to the most pressing problem of primary education, namely, the low standards. No wonder the parents and teachers are utterly distrustful of the soundness of this system.

In addition to the abovementioned defects, one has to consider other practical difficulties.

Activity methods require able and enthusiastic teachers and an appropriate apparatus. With these pre-requisites, activity methods can be admirably employed in the fields for which they are suitable. But with little apparatus (excepting a few charkas and taklies) large classes and separate periods for activity and the traditional methods, and with the poor quality of the teaching personnel, activity will remain an enforced thing and will do more harm than good.

Most primary schools lack buildings, playgrounds, the simplest of teaching aids and other basic equipment. Teachers remain ill-qualified and ill-paid. To expect these schools to adopt activity methods all on a sudden and to correlate work with education will surely lead to casual and slipshod education. The misunderstood modern approach will be a greater failure than misunderstood formal or traditional teaching.

No one would wish to retain the methods or values now prevailing in the present-day primary schools. There is an imperative need for orientation in primary education along modern lines. We should begin to educate the children according to their natural interests and abilities through methods designed to strengthen motivation. At the same time we should also restore appropriate standards in the 3 R's and factual knowledge by methods appropriate to these tasks. This is the only way to improve the deplorably low standards. Let it not be said of us that since we have been forced by economic circumstances to accept the sub-standard in material, we have perhaps become satisfied with the sub-standard in education too.

The following are my suggestions:—

(1) Basic education is still in a fluid state and its philosophy and claims have to be reconsidered in the light of recent developments and experiments in education. Therefore, the large sums of money now available for the expansion of primary education should be spent on more pressing needs like play-fields, urinals, latrines, teaching aids, reference books for teachers and library books for pupils.

(2) The idea that a separate system of primary education suitable only for the villages can be devised, should go.

(3) The aim at achieving production without consideration of educational values should be given up.

(4) Spinning and weaving should not be the only craft; but a number of other crafts should be attempted. The curriculum should be based not merely on craft but on other activities of a wide nature which should involve children doing things, making things, moving about, acting, singing, painting, hammering, sewing, mixing, going on field trips and excursions, pioneering and undertaking projects. For activities of this type, 'the whole community is the resource area, the arena for participation, the laboratory for learning'. The attempt to frame a rigid syllabus on a State-wide basis should be given up as it will lead to regimentation and defeat the very purpose it seeks to serve. The need is the more dynamic role of the teacher in teaching and not a rigid syllabus. It is the duty of the State to provide for proper guidance so as to make the teachers' role more dynamic.

(5) There should be no rigid national policy for teaching methods.

(6) We should guard against the weak points of modern education. The three R's which are the tools of learning and communication should be given due attention. The hours at school should reasonably be shared by activities and the 3 R's for only then there will be a balanced primary school education.

2nd October 1955.

M. ARUNACHALAM.

## Appendix I.

## QUESTIONNAIRE ON ELEMENTARY EDUCATION.

## I. AIMS.

(Retain the item or items you approve and score out the others.)

1. Which of the following would you have as the aim of elementary education:
  - (i) To impart instruction in 3 R's.
  - (ii) Acquisition of occupational skills, in addition to 3 R's.
  - (iii) Acquisition of general knowledge in addition to (i) and (ii).
  - (iv) To develop the complete personality of children as well as the over-all living conditions of the community in which the child lives.
  - (v) To lead the pupils to secondary education.
  - (vi) Any other aims.

## II. ORGANIZATION.

2. What should be the duration of the Elementary Education course?
3. What should be the duration of the ordinary school day?
4. Should the minimum age of admission into an elementary school be completion of fifth year as at present or should it be different? If so, specify the age?
5. Are you in favour of the continuance of two types of schools for the same age-group, namely—
  - (i) Higher Elementary or Senior Basic, and
  - (ii) Middle schools.

(Say 'yes' or 'no'.)
6. If you are for only one type, which of the following would you prefer:
 

(Retain the item or items you prefer and score out the others.)

  - (i) Higher Elementary.
  - (ii) Senior Basic.
  - (iii) Middle.
7. Should the levy of tuition fees be permitted in elementary schools? If permitted should there be a maximum limit? If so, what should be the limit?

## III. CURRICULUM.

8. (a) Do you think the present content of the curriculum is—
  - (i) adequate.
  - (ii) too much.
  - (iii) too little.

If it is too much, would you favour—

(i) dropping out of any subject; if so, please specify

or

(ii) Fusion of some of the subjects under more comprehensive headings, like child's environment or social studies or any other alternative re-grouping.

If you consider the present curriculum unsuitable, please indicate how it is unsuitable and suggest modifications.

(b) Do you suggest any alterations in the syllabus in Language and Arithmetic for achieving greater efficiency in tool subjects? Specify them.

9. Do you think that the methods adopted for teaching subjects in schools at present provide adequate opportunity for pupils' activity? If not, what suggestions would you offer for greater activity of the pupils?
10. Would you recommend learning through crafts instead of the present method of instruction?
11. What are your impressions about the existing basic schools? Have you any suggestions for improvements?
12. Do you think that every child should stay in the school for 5 hours a day? If not, what duration would you suggest? Give reasons.
13. Do you think that the following activities can be included with advantage in the curriculum of Elementary Schools:
- (i) Flag hoisting,
  - (ii) community prayers and assembly,
  - (iii) Pupils' self-government,
  - (iv) activities relating to cleanliness of surroundings,
  - (v) celebration of festivals,
  - (vi) other cultural and recreational programmes.
14. Would you suggest any other activity?
15. Any other constructive suggestion for revising the present syllabus.
16. (a) Would you advise continuance of moral instruction as already provided for?  
 (b) Would you advise religious instruction in the place of moral instruction?
17. Would you advise religious instruction in addition to moral instruction?
18. If you are for imparting religious instruction which of the following would you prefer:
- (Retain the item which you approve and score out the other.)
- (i) It may be imparted in the school within school hours,
  - (ii) it may be imparted in the school outside school hours.

(Retain the item which you approve and score out the other.)

(Retain the item which you approve and score out the other.)

- (i) teachers themselves,
- (ii) by some one else. If by outsiders, by whom?

#### IV. MEASURES FOR IMPLEMENTING ARTICLE 45 OF THE CONSTITUTION OF INDIA.

20. Taking into account the resources of the State which of the following solutions do you favour for implementing Article 45 of the Constitution of India:

(Article 45: The State shall endeavour to provide, within a period of ten years from the commencement of the Constitution (1950), for free and compulsory education for all children until they complete the age of fourteen years.)

(Score out the suggestion you do not favour. If you favour more than one method please give the order of preference by writing 1, 2, 3, against the respective solutions in the space provided for it.)

#### *Order of preference.*

- (i) Starting of more elementary schools,
  - (ii) upgrading of existing lower elementary schools.
  - (iii) introducing shift system.
  - (iv) Any other proposal of yours.
21. If shift system is favoured, what should be the duration of the shift?
22. If shift is preferred would you suggest—
- (i) that the same set of teachers should work in both shifts,
- Or*
- (ii) separate set of teachers for each shift.
- (Retain the item you favour and score out the other.)
23. When one shift is having instruction—
- (i) how is the other shift engaged.
  - (ii) by whom is it to be engaged.
  - (iii) on what activities, and
  - (iv) who should take up the responsibility for organizing such activities outside the classroom?
24. Which of the following do you prefer:
- (Retain what you prefer and score out the others.)
- (i) Compulsory education in two stages, viz., Standards I to V to start with and then Standards VI to VIII.
  - (ii) Compulsory education up to VIII standard
  - (iii) Should the above alternatives be adopted simultaneously throughout the State or region by region?
  - (iv) Any other arrangement that you suggest.

25. What in your opinion is the most suitable age range for enforcing compulsion?

(Score out the range or ranges you do not consider suitable.)

- (i) 6 to 14.
- (ii) 5 to 13.
- (iii) Any other range.

26. State the nature and possibility of securing local co-operation to implement Article 45?

#### V. ENROLMENT AND WASTAGE.

27. A large number of children of school-going age are not in schools to-day. Which of the following reasons do you think is responsible for this state:

(If there are more reasons than one note the order of importance by writing 1, 2, etc., against the reasons. The reasons considered by you as unacceptable may be scored out.)

- (i) Poverty
- (ii) Want of accommodation
- (iii) Absence of schools nearby
- (iv) Inadequate staff
- (v) Indifference of parents
- (vi) Indifference of pupils
- (vii) Unsuitable working hours
- (viii) Other reasons.

28. Why are enrolment and attendance poor in rural areas as compared with urban areas?

29. Which of the following steps will increase, enrolment of children, now out of school especially children of backward and poor classes:

(Retain the item or items which you approve and score out the others.)

- (i) Free supply of midday meals and books and slates
- (ii) Nearness of school
- (iii) More sports and recreation
- (iv) Part-time schooling
- (v) Enforcement of compulsion
- (vi) Propaganda
- (vii) Any other step.

30. Which of the following reasons for premature withdrawal are acceptable to you?

(If there are more reasons than one note the order of importance by writing 1, 2, etc., against the reasons. The reasons considered by you as unacceptable may be scored out.)

- (i) Poverty
- (ii) Indifference of parents
- (iii) Unattractive schools
- (iv) Unattractive methods of teaching
- (v) Other reasons, if any.

31. What steps do you suggest (steps other than enforcement of compulsion) for preventing premature withdrawals?

#### VI. BUILDINGS AND EQUIPMENT.

(Say 'yes' or 'no'.)

32. Are the buildings and equipment of the existing elementary schools adequate and suitable?
33. Would you consider the usual items of furniture like benches and desks necessary? If not necessary what are the alterations you would suggest?
34. If the accommodation and equipment are not adequate and suitable which of the following will improve the present position: (Only the items accepted by you need be retained, the others being scored out.)
- (i) Help from parents and public
  - (ii) Government aid
  - (iii) Shift system
  - (iv) Any other suggestions.

#### VII. MANAGEMENT.

The following are the agencies managing elementary schools at present:—

- (i) Government Departments
  - (ii) Local Boards
    - (a) Municipalities
    - (b) District Boards
    - (c) Panchayats
  - (iii) Private agencies.
35. Would you prefer the continuance of variety of agencies?
36. Would you recommend a single agency managing all the elementary schools in the State?
37. If you are in favour of a single agency, which should be the agency?
38. Would you retain the private agency?
39. (a) Would you retain District Board agency?
- (b) Do you think the District Boards have too large a jurisdiction to manage the elementary schools efficiently? If so, would you prefer smaller-regional groups (councils or boards) for managing elementary schools?
- (c) What are your suggestions for the constitution and functioning of such regional groups?
40. Are you in favour of denominational schools?
41. Do they find favour with parents of all religious denominations?
42. Would you recommend the continuance of teacher-manager system?

43. Would you recommend transfer of elementary schools to Panchayats?

#### VIII. TEACHERS.

44. What grade of teacher do you prefer?

(Retain the item you prefer and score out the others.)

- (i) Elementary
- (ii) Secondary
- (iii) Both

45. Which of the following do you recommend:

(Retain the item you recommend and score out the other ones.)

- (i) Uniform scale of pay, allowances, leave rules, etc., for teachers serving under all agencies.
- (ii) Different scales of pay, allowances, leave rules, etc., for teachers serving under different agencies.

If uniform scales are adopted will the prospects of getting teachers for local board schools with liability for transfer throughout the district be affected?

46. (a) What scales of pay and other service conditions do you suggest for recruitment of efficient persons to the teaching profession?

(b) Do you consider transfer of teachers under the same management desirable?

47. What suggestions would you give for raising the status of teachers and ensuring security of service for them?

48. Are you satisfied with the present curriculum of studies for training schools?

49. If not what modifications would you suggest?

50. Do you consider it necessary that every Elementary school teacher should have practical training in agriculture, gardening, and some important craft during his training period?

51. Would you suggest the employment of more women teachers for the lower classes?

52. What are your suggestions for maintaining and improving the efficiency of teachers through:

- (i) Teachers' Association meetings
- (ii) Refresher courses
- (iii) Library Service
- (iv) Professional conferences.

#### IX. INSPECTION.

53. What are your suggestions to enable the Inspector to be a more effective guide?

54. How many schools can one person inspect during a year without loss of efficiency?



55. How often should schools be visited in a year?
56. Is supervision by representatives of public desirable?
57. Do you advocate a system of supervision of elementary schools by Headmasters of neighbouring secondary or higher elementary or training schools?

#### X. PUBLIC CO-OPERATION.

58. Is it possible to get land gifts for schools?
59. Is it possible to get contributions for equipment?
60. How far is it possible to use the available facilities of the school as a community centre, e.g., for running adult schools, for listening to the Radio in the evenings and for providing cultural and recreational activities for adults?
61. What measures can be adopted for enlisting the co-operation of persons experienced in arts, crafts, etc., available in the community in the carrying out of school activities?
62. Are you satisfied with the present working of the Parents' Association? What improvements do you suggest?

#### XI. GENERAL.

##### A. Relation to Secondary Education.

63. Which of the following do you prefer:

(Retain the item you prefer and score out the others).

- (i) To admit all boys completing 8 years of study into 9th class or IV Form without the basis of even an internal examination.
- (ii) To admit only those who possess a certificate of merit from the school in which they have studied on the basis of an internal test only after 8 years' course of study.
- (iii) To admit only those who pass in an external examination at the end of 8 years of study.

##### B. Pre-Primary.

64. Are you in favour of starting more pre-primary schools for children between the ages of 3 and 7, such as Pre-basic, Nursery, Kindergarten and Montessorie?

(Say 'yes' or 'no'.)

65. If you are in favour of starting more such schools you would like to have those schools run by

- (i) Local bodies,  
 (ii) Government,  
 (iii) Private Agencies.

(Retain the one for which you have preference and score out the others.)

**C. Education for Handicapped Children.**

66. What facilities exist for handicapped children like deaf, dumb, blind, etc., in our State?
67. Would you consider them to be adequate? If not what are your suggestions for improvement?

**D. Special Schools.**

68. What are your views regarding Convent Schools and other types of schools where English is taught in all the primary classes?
69. Are you in favour of State aid to such schools?

**E. Research in Elementary Education.**

70. Would you recommend the setting up of a small Educational Research Bureau to study problems relating to Elementary Education scientifically and extensively and to render advice to the Department from time to time?
71. If so, is the Bureau to be attached to the  
 (i) Department of Public Instruction,  
 (ii) University of Madras,  
 (iii) Any other Agency?
72. Have you any other suggestion for carrying on research?

**Appendix II.**

NUMBER OF QUESTIONNAIRES WITH ANSWERS RECEIVED  
 BY THE ELEMENTARY EDUCATION REFORM COMMITTEE  
 OF THE MADRAS STATE.

Teachers, Teachers' Association and Unions	867
Managers' Associations and Teacher-Managers' Associations..	186
Mayor, Corporation of Madras, Presidents of District Boards, Chairmen and Commissioners of Municipalities and Presidents of Panchayat Boards.	86
Educationists	151
Members of Parliament and State Legislatures (33 plus 1 joint by 3 persons).	36
Citizens	116
	<hr/>
Total	1,442
	<hr/>

## Appendix III.

LIST OF ELEMENTARY SCHOOLS AND TRAINING SCHOOLS  
VISITED BY THE ELEMENTARY EDUCATION REFORM  
COMMITTEE.

<i>District.</i>			<i>Serial number and name.</i>
(1)			(2)
<b>ELEMENTARY SCHOOLS.</b>			
Salem	..	..	1 Omalur Aided.
			2 Omalur Board Higher.
			3 Mechari Board.
			4 Mettur St. Mary's.
			5 Mettur Chemicals.
			6 Nagichettipatti Board.
			7 Padaveedu Board.
Coimbatore	..	..	8 Erode C.S.I.
			9 Erode Jyothi Kalvi Nilayam.
			10 Erode Rajajipuram Municipal.
			11 Erode Krishnamalayam Municipal.
			12 Erode Kamaraj Road Municipal.
			13 Erode Kalaimagal Kalvi Nilayam.
South Arcot	..	..	14 Kullanchavadi Board.
			15 T. Palayam Board.
			16 Vadalur R.C.
			17 Sacred Heart Basic School, Cuddalore New Town.
North Arcot	..	..	18 D.M. Hindu School, Tiruvannamalai.
			19 Tindivanam Board Municipal, Tiru- vannamalai.
			20 Somasipadi Panchayat.
			21 Kilpennathur Board.
South Arcot	..	..	22 Gingee Board Higher.
North Arcot	..	..	23 New Mullavadi Panchayat.
			24 Naidumangalam D.M.
			25 Thenpallipattu Harijan Welfare.
			26 Kalasapakkam Board Higher.
			27 Vassoor Board.
			28 Polur Board.
			29 Kannamangalam Board.
			30 Kaniyambadi Board Higher.
Madurai	..	..	31 T. Kallupatti Basic School.
			32 Tirumangalam Nadar Higher.
			33 Tirumangalam Board Higher.
			34 Tirumangalam D.M. and R.
			35 Gandhigram Basic School.

<i>District.</i>		<i>Serial number and name.</i>	
(1)		(2)	
<b>ELEMENTARY SCHOOLS—cont.</b>			
Madras City Schools).	(Special	36	Good Shepherd Convent, Madras.
		37	Church Park Convent, Madras.
		38	Ewart School, Vepery, Madras.
		39	Holy Angels' Convent, T. Nagar.
Chingleput	.. ..	40	Vandalur M.M. Elementary School.
		41	Kilambakkam Harijan Welfare.
		42	Guduvancheri Board Higher.
		43	Singaperumalkoil Board Higher.
Tanjore	.. ..	44	Arupathi Board.
		45	Dharmapuram Aided.
		46	Tirumangalam Board Muslim.
		47	Kannianatham Senior Basic.
		48	Kasturba Gandhi Kanyagurukulam, Vedaranyam.
		49	Avanam Board Muslim.
		50	Avanam Board, Agamudaiya Street
Ramanathapuram	..	51	Kottaiyur Board Higher Elementary.
		52	Alagappa Montessori School (Special School).
		53	Alagappa Elementary School.
		54	III Ward Municipal School, Karaikudi.
		55	R.C. Higher Elementary School, Karaikudi.
		56	R.C. Elementary School, Ramnagar, Devakottai.
Tanjore	.. ..	57	Nanakarambai Harijan Welfare.
		58	Ammanpet Board Basic.
		59	Arasur Board.
		60	Kandiyur Board Muslim.
		61	Kandiyur Harijan Welfare.
		62	Model School attached to the Government Basic Training School for Women, Tanjore.
		63	Model School attached to the Government Basic Training School for Men, Tanjore.
Ramanathapuram	..	64	Aruppukottai Road Municipal School, Virudhunagar.
		65	Palavanatham Board Higher.
		66	Palavanatham T.E.L.C.
		67	XV Ward Girls' Higher Elementary School, Virudhunagar.
		68	Vellaiswami Nadar Elementary School, Virudhunagar.

<i>District.</i>	<i>Serial number and name.</i>
(1)	(2)
<b>ELEMENTARY SCHOOLS—cont.</b>	
<i>Ramanathapuram—cont.</i>	69 Nachiarpatti Senior Basic.
	70 Model School attached to the Government Basic Training School, Mallipudur.
	71 Srivilliputhur Hindu Higher Elementary.
	72 Anaithalaipatti Aided Basic.
	73 Pillayarkulam Unrecognized.
	74 P. Ramachandrapuram Senior Basic.
	75 Perumalthevampatti Aided.
	76 T. K. Ramammal Higher Elementary School, Rajapalayam.
Tirunelveli .. ..	77 Eppottuvenran Board.
	78 Mariappa Higher Elementary School, Ettayapuram.
Pudukkottai .. ..	79 Kaikurichi Board.
	80 Poovarasagudi Board.
	81 Pudukkottai Marthandapuram R.C. Higher.
	82 Pudukkottai Kulapathi Baliah.
Tiruchirappalli .. ..	83 N.C.B. Elementary School, Woraiyur.
	84 All Saints S.P.G. Elementary School, Woraiyur.
	85 Mutharasanallur Board.
	86 Tiruchendurai Board Higher.
Chingleput .. ..	87 Aided Higher Elementary School, Walajabad.
	88 St. Columba's Elementary School, Chingleput.
North Malabar .. ..	89 Chalat Board Higher Elementary School, Cannanore.
	90 Chalat Thaduthuvayal Elementary School.
	91 Akhyath Elementary School, Azhicode.
	92 Ramajayam Higher Elementary School, Azhicode.
	93 Baliapatam Board Moplah Higher Elementary School.
	94 Chenginipady Elementary School.
	95 Kamala Nehru Higher Elementary School, Chirakkal.
	96 Thavakkara Municipal Higher Elementary School, Cannanore.

<i>District.</i>	<i>Serial number and name.</i>
(1)	(2)
<b>ELEMENTARY SCHOOLS—cont.</b>	
South Kanara .. ..	97 Mulur Senior Basic Aided School.
	98 Kannori Harijan Welfare School.
	99 Moodabidri Jain Elementary School.
	100 Karkal S.V.T. Higher Elementary Aided School.
	101 Parkala B.E.N. Higher Elementary School.
	102 Ross Mystica Basic Training School.
	103 Moodabidri Board Higher Elementary School.
	104 Karkal Christ the King Higher Elementary School.
	105 Bailur Board Hindustani School.
	106 Kadri Vidyabodhini Basic Aided School.
North Malabar .. ..	107 Meladi Aided.
	108 Kinbur Aided Higher.
	109 Palur Aided.
	110 Quilandi Aided Higher.
South Malabar .. ..	111 Akathithara Amsam Board.
	112 Dr. Nair Memorial Municipal Higher Elementary School, Palghat.
	113 Palghat Pallipuram Union Higher Elementary.
	114 St. Sebastian's Basic and Higher Elementary School, Palghat.
The Nilgiris .. ..	115 Thummanatty Board.
Ramanathapuram .. ..	116 Gurukulam Higher Elementary School, Virudhunagar.
The Nilgiris .. ..	117 Doddabetta Harijan Welfare.
	118 Kodappamund Municipal Higher.
	119 Nirgacimund Serviodia Residential (Toda).
	120 Kottagiri M.M. Higher.
Madras .. ..	121 Primary Section of Seva Sadan, Chetput.
	122 Basic School, Avvai Home, Adyar.
North Arcot .. ..	123 St. Mary's Elementary School, Vellore.
	124 Municipal Central School, Walajapet.
	125 Municipal Market Elementary School, Walajapet.

<i>District.</i>	<i>Serial number and name.</i>
(1)	(2)
<i>ELEMENTARY SCHOOLS—cont.</i>	
North Arcot— <i>cont.</i>	126 Sri Mangalambal Higher Elementary School, Walajapet.
	127 Andal Senior Basic School, Arcot.
	128 Ebenzar Aided Higher Elementary School (Chenguttai), Katpadi.
	129 Anxillium Elementary School (Township), Katpadi.
	130 Sri Lakshminarayana Aided Elementary Basic School, Arcot.
	131 Gandhareswarar Aided Higher Basic Elementary School, Arcot.
Madurai .. .. .	132 C.S.I. Elementary School, Acham- puthu.
	133 Board Elementary School, Nagamalai- pudukkottai.
	134 Kallar School, Karumathoor.
	135 Board School, Kallappanpatti.
	136 Panchayat Board School, Perungama- nallur.
	137 Kallar School (Government), Perunga- manallur.
	138 Board Basic School (Ward I), Batala- gundu.
	139 Immanuel Elementary School, Batalagundu.
	140 R.C. Higher Elementary School, Silukuvarpatti.
	141 R.C. Convent Higher Elementary School, Silukuvarpatti.
Tiruchirappalli .. .. .	142 District Board Lower Elementary School, Madava Perumal Koil at Nochiyam.
	143 District Board Elementary School, Thodaiyur.
	144 District Board Elementary School, Killayanalloor.
	145 District Board Elementary School (Girls), Bikshandarkoil.

ELEMENTARY SCHOOLS—*cont.*

<i>District.</i>	<i>Serial number and name.</i>
Tiruchirappalli— <i>cont.</i>	146 Rajah Elementary School, Bikshandarkoil.
	147 M. M. School, Sampat (East Range).
	148 R. C. Mission Elementary School, Sampat (East Range).
	149 Shunmuga Elementary School, Aangarai.
	150 District Board Elementary School, Aangarai.
	151 Valadi Hindu Board School, Valadi.
	152 Board Hindu Elementary School, Poovalur.
	153 Harijan Welfare Elementary School, Melavaladi.
	154 St. Gabriel's Elementary School, Gabrielpuram.
	155 Board Elementary School, Thalaikudi.

NOTE.—Schools numbers 123-155 were visited by individual members.

## TRAINING SCHOOLS.

Coimbatore	.. ..	1 L.M. Training School, Erode.
South Arcot	.. ..	2 Government Basic Training (for Masters), Cuddalore N.T.
		3 Sacred Heart Basic Training School, Cuddalore N.T.
Madurai	.. ..	4 Government Basic Training School, Kallupatti.
		5 Aided Basic Training School, Chinnalapatti.
Tanjore East	.. ..	6 Government Basic Training School, Vedaranyam.
Ramanathapuram..	.. ..	7 Government Basic Training School, Malliputtur.
Tanjore West	.. ..	8 Government Basic Training School for Women, Tanjore.
		9 Government Basic Training School for Men, Tanjore.
Madras	.. ..	10 Avvai Home Aided Basic Training School, Adayar.
South Kanara	.. ..	11 Aided Basic Training School, Kinnikumbla.
South Malabar	.. ..	12 Government Basic Training School, for Masters, Palghat.



## Appendix IV.

## NAMES OF INDIVIDUALS AND ORGANIZATIONS WHO GAVE EVIDENCE BEFORE THE COMMITTEE.

Serial number and name of individual or organization.

- 1 Adult Education Association, Malabar.
- 2 Alagesan, O. V., Deputy Minister for Transport, New Delhi.
- 3 Ammu Swaminathan, M.P., Madras.
- 4 Anantha Pai, M.L.A., Udipi.
- 5 Ananthanarayanan, P. P., Alathur, Malabar.
- 6 Annamalai Pillai, N., M.L.C., Tiruvannamalai.
- 7 Ansty Miss, All Saints Schools, Tiruchirappalli.
- 8 Antony Pichai, Lecturer, St. Xavier's College, Palayamkottai.
- 9 Antonie, S. J., Rev. Father, Madurai.
- 10 Appaswami Ayyar, K. S., Retired District Educational Officer, Madras.
- 11 Aranganathan, K., M.L.A., Villupuram.
- 12 Arch Bishop (Representatives), Madras.
- 13 Ariyanakam, E. W., Sevagram.
- 14 Arokiaswami Reddiar, St. Joseph's College, Tiruchirappalli.
- 15 Arulandam, Rev. Father, Correspondent, R.C. schools, Manaparai.
- 16 Arumugaswami Nadar, Merchant, Tuticorin.
- 17 Arunachalam, M., Basic Training School, Tiruchittrambalam, Tanjore district.
- 18 Athisayam Samuel, S. P., Tirunelveli.
- 19 Atkinson, Manager, Prospectus Estate Aided Elementary School, Naduvattam, the Nilgiris district.
- 20 Ayyaswami Nadar, Merchant, Virudhunagar.
- 21 Avinashilingam Chettiar, T. S., M.P.
- 22 Babie Kandaswami, M.P., Salem.
- 23 Balakrishnan, S. C., M.P., Madurai district.
- 24 Balasubramania Ayyar, K., M.L.C., Madras.
- 25 Ballarmin, Rev. Mother, Lovedale.
- 26 Bangarammal, Headmistress, Somasundara Nadar Training School, Tuticorin.
- 27 Bashyam Ayyangar, V., M.L.C., Madras.
- 28 Bernadette, Sister, St. Anne's Middle School, Tindivanam.
- 29 Blowright, Miss, London Mission, Coimbatore.
- 30 Britto, S. J., Rev. Father, Madurai.
- 31 Chacko, Miss, Correspondent, Seva Mandir, Porto-Novo.
- 32 Chairman, Bodinaikanur Municipality.
- 33 Do. Cannanore Municipality.

## Serial number and name of individual or organization

- 34 Chairman, Coimbatore Municipality.
- 35 Special Officer, Coonoor Municipality.
- 36 Chairman, Cuddalore Municipality.
- 37 Do. Kancheepuram Municipality.
- 38 Do. Kozhikode Municipality.
- 39 Do. Mannargudi Municipality.
- 40 Do. Mayuram Municipality.
- 41 Commissioner, Nagapattinam Municipality.
- 42 Chairman, Ootacamund Municipality.
- 43 Do. Palayamkottai Municipality.
- 44 Do. Palghat Municipality.
- 45 Do. Rasipuram Municipality.
- 46 Do. Salem Municipality.
- 47 Do. Tellicherry Municipality.
- 48 Do. Tiruchirappalli, Municipality.
- 49 Do. Tirunelveli Municipality.
- 50 Do. Tiruvannamalai Municipality.
- 51 Do. Tuticorin Municipality.
- 52 Do. Vellore Municipality.
- 53 Do. Villupuram Municipality.
- 54 Do. Virudhunagar Municipality.
- 55 Chakrapani Ayyangar, T. R., Advocate, Cuddalore.
- 56 Chandrasekaran, K., Luz, Madras.
- 57 Charles, Mrs. L., All Saints Training School, Puthur, Tiruchirappalli.
- 58 Chellammal, S., Lady Sivaswami Ayyar Girls' High School, Mylapore.
- 59 Chelliah, S. A., Native Doctor, Dharmapuri.
- 60 Chidbhananda, Swami, Tiruppalathurai.
- 61 Chinnappa, M., Rev. Father, Coimbatore.
- 62 Chinnappa, S., Kumari Girls' Christian High School, Tanjore.
- 63 Chokkappa, T. V., Municipal College, Salem.
- 64 Convent Schools Representatives, Madras.
- 65 Corporation of Madras.
- 66 Correspondent, D.M. Schools, Cuddalore.
- 67 Do. D.M. Schools, Tiruvannamalai.
- 68 Do. Sacred Heart Basic Training School, Cuddalore N.T.
- 69 Correspondent, Sacred Heart Training School, Srivilliputhur.
- 70 Correspondent, T.E.L.C. Schools, Mayuram.

## Serial number and name of individual or organization.

- 71 Correspondent, Valavanur Higher Elementary School.  
 72 Correspondent, Victoria Higher Elementary School, Tiruvannamalai.  
 73 Daivasigamani Achari, M.L.C., Madras.  
 74 Damodaran, G. R., M.P., Coimbatore.  
 75 Damodaran Nair, M.P., New Delhi.  
 76 Daniel, G. Rev., Correspondent, T.E.L.C. Schools, Paramakudi.  
 77 Daniel, C. J. Rev., Correspondent, C.S.I. Schools, Woraipur.  
 78 Desa Seva Sangham, Chirakkal, Malabar.  
 79 Devaprasadam, Sri, Asirian Kookural, Madras.  
 80 Devaraja Mudaliar, M L C., Tiruvannamalai.  
 81 Devashayam, A., Rev. Father Bishop's Representative, Tiruchirappalli.  
 82 Dey, Dr. B. B., Madras.  
 83 Dharmarajan, N., Secretary, United Democratic Youth League, Sivaganga.  
 84 Diocese of Calicut (Representatives), Calicut.  
 85 Diocese of Madurai and Ramanathapuram (Representatives), Madurai.  
 86 Doraiswami Nadar, Merchant, Tuticorin.  
 87 Eacharan Ayyami, M.P., Malabar.  
 88 Educationist, Madurai.  
 89 Elementary Education Advisory Committee, Perugamani, Tiruchirappalli district.  
 90 Foulger, Rev., Meston Training College, Madras.  
 91 Gajapathi Nayagar, A., M.L.C., Madras.  
 92 Ganesan, Sa, Karaikudi.  
 93 George, F. Champion, Correspondent, S B.M. Schools, Koilpatti.  
 94 Giridhara Rao, Dr. V. B., Basic School, Mangalore.  
 95 Gnanamonickam, Correspondent, T.E.L.C. Schools, Virudhunagar.  
 96 Gnappragasan, Rev. Father, Tirunelveli district.  
 97 Gopala Iyer, A., Divisional Inspector of Schools, Madurai.  
 98 Gopala Pillai, T.G., Educational Publisher, Tiruchirappalli.  
 99 Govindarajulu Naidu, S., Vice-Chancellor, Sri Venkateswara University, Tirupathi.  
 100 Govindaswami, A., M.L.A., Cuddalore.  
 101 Gurusurthi. Hindu Union Committee School, Choolai.  
 102 District Teachers' Guild, Coimbatore.  
 103 Do. Madurai.  
 104 Do. Central Malabar.  
 105 Do. North Arcot.

Serial number and name of individual or organization.

- 106 District Teachers' Guild, North Malabar.  
 107 Do. Ramanathapuram.  
 108 Do. South Arcot.  
 109 Do. Tanjore.  
 110 Do. Tiruchirappalli.  
 111 Do. South Kanara.  
 112 Hari Shenoy, R., President, Panchayat Board, Karkal, South Kanara.  
 113 Headmasters' Association, Central Malabar.  
 114 Do. Madurai.  
 115 Do. North Arcot.  
 116 Do. North Malabar.  
 117 Do. Salem.  
 118 Do. South Arcot.  
 119 Do. South Kanara.  
 120 Do. Tanjore.  
 121 Do. Tiruchirappalli.  
 122 Do. Tirunelveli.  
 123 Headmistress, Sarada Vidyalaya Training School, Madras.  
 124 Headmistress, Sarah Tucker Training School, Palayamkottai.  
 125 Headmistress, Aided Basic Training School, Usilampatti.  
 126 Jaleel, Feroke College, Feroke, Malabar district.  
 127 Jebaraj, A. G., Rt. Rev., Bishop in Tirunelveli.  
 128 John Asirvatham, Rt. Rev., Correspondent, C.S.I. Schools, Ramanathapuram.  
 129 Joseph, C., Srimathi, St. Peter's Elementary School, Manambuchavadi, Tanjore.  
 130 Kaka Sahab Kalelkar, President, Hindustani Talimi Sangh, New Delhi.  
 131 Kakkan, P., M.P., New Delhi.  
 132 Kalyanarama Iyer, K. R., Ranipet.  
 133 Kalyanasundaram, M., M.L.A., Madras.  
 134 Kamakshi, Srimathi, Municipal College, Salem.  
 135 Kamalawami, M.P., New Delhi.  
 136 Kanakaraj, Rev., London Mission, Coimbatore.  
 137 Kandaswami Pillai, Kulasekarapatnam.  
 138 Kannan, V. K., M.L.A., Vellore.  
 139 Kannappa, U., Retired District Educational Officer, Mangalore.  
 140 Karthigaivelu, Communist Party, Madras.  
 141 Karumuthu Thiagaraja Chettiar, Madurai.  
 142 Kini, Dr. K. N., Salem.  
 143 Kithen, Miss, Correspondent, C.E.Z.M. School, Ootacamund.

## Serial number and name of individual or organization.

- 144 Kolandaswami, Rev. Father, Correspondent, R.C. School, Vallem, Tanjore district.
- 145 Koru, P. K., Pavaretti, Malabar district.
- 146 Krishnamurthi, B. R., Principal, Peelamedu Arts College, Coimbatore.
- 147 Krishnamurthi, R., Advocate, Kumbakonam.
- 148 Krishnaswami Iyer, Manager, Road Higher Elementary School, Narasingampet.
- 149 Krishnaswami Naidu, R., M.L.A., Ramanathapuram district.
- 150 Kumaran, K., Aided Basic Training School, Perur.
- 151 Kumarappa, J. C. at T. Kallupatti, Madurai district.
- 152 Kunnath, Rev. Father, Ootacamund.
- 153 Kuppuswami Ayyangar, N., retired Lecturer, Training College, Trivandrum now at Vaduvur, Tanjore district.
- 154 Kuruvilla Jacob, K., Madras.
- 155 Kuttikrishna Menon, A. V., Palghat.
- 156 Lakshmanaswami Mudaliar, Dr. A., Madras.
- 157 Lucy Mary, Sacred Heart Church Compound, Ootacamund.
- 158 Luke, Rev., Ootacamund.
- 159 Lund, Miss, Correspondent, D.M. School, Tirukoyilur.
- 160 Lourduswami, Rev. Father L., Cuddalore.
- 161 Madhava Menon, K., M.P., New Delhi.
- 162 Mallaradhya, J. B., Director of Public Instruction, Mysore.
- 163 Manavalaramanujam, S. G., Madras.
- 164 Manickam, P. G., M.L.A., Coimbatore.
- 165 Manickavasaga Nadar, Merchant, Tuticorin.
- 166 Marimuthu Nadar, S. A. S., Merchant, Virudhnugar.
- 167 Masilamani Mudaliar, M. T., Walajabad, Chingleput district.
- 168 Matha Gowder, Ootacamund.
- 169 Michael, Rev. Father, Correspondent, R.C. Schools, Mettupatti, Madurai district.
- 170 Mogral, S., M.L.A., Mangalore.
- 171 Mothavaz, Rev. Father, Correspondent, St. Anthony's Higher Elementary School, Tanjore.
- 172 Muhammad Usman, S., Deputy Director of Public Instruction, Madras.
- 173 Muniswami Pillai, Tirukkuralar, M.P., New Delhi.
- 174 Muthulakshmi Reddi, Dr., Madras.
- 175 Muthuswamy, Rotary Club, Tiruchirappalli.
- 176 Muthuswami, K. M., Pillayarkulam, Srivilluputhur taluk.
- 177 Music Teachers' Association, Malabar (Cannanore).
- 178 Manager, C.S.I. Schools, Vellore.

## Serial number and name of individual or organization.

- 179 Managers (Teacher) Association, Madras.  
 180 Do. Association, Malabar.  
 181 Do. (Teacher) Association, North Arcot.  
 182 Do. Association, Palghat.  
 183 Do. do. Salem.  
 184 Do. do. Srivilliputhur.  
 185 Do. do. Tiruvannamalai.  
 186 Do. (Teacher) Association, Tuticorin.  
 187 Do. do. Villupuram.  
 188 Nagarajan, V. R., M.L.A., Villupuram.  
 189 Nagasubramania Iyer, C. S. K., Papanasam.  
 190 Nallakuttalam Pillai, R. G., Pleader, Rajapalayam.  
 191 Nanjappa, M.L.A., Salem.  
 192 Nanjundiah, Backward Classes Association, Coimbatore.  
 193 Narasappayya, M.L.C., Mangalore.  
 194 Narayana Pillai, Retired Deputy Inspector of Schools, Srirangam.  
 195 Narayana Shenoy, Municipal Commissioner, Tiruchirappalli.  
 196 Narayanaswami Chettiar, Thevaram.  
 197 Natesan, P., M.P., New Delhi.  
 198 Natesan Pandaram, V., Salem.  
 199 Padmanabhan, Feroke College, Feroke.  
 200 Pattabiraman, T. S., M.P., New Delhi.  
 201 Paul, Miss T., Girls' High School, Virudhunagar.  
 202 Paul Nadar, Advocate, Tuticorin.  
 203 Paul Isaac, St. John's High School, Irungalur, Tiruchirappalli.  
 204 Paul Sandagren, Rev., Tiruchirappalli.  
 205 Pinto, Rev. Father, Bishop's House, Mangalore.  
 206 Ponnambala Gounder (Former District Board Vice-President), Manager, Basic School, Rachandar, Tirumalai, Tiruchirappalli district.  
 207 Ponnuswami Ayyar, M. S., Correspondent, National High School, Mayuram.  
 208 Ponnuswami Ayyar, V. S., Correspondent, Aided Elementary Schools, Vishnampet, Tanjore district.  
 209 Ponnuswami, Manager, Arumuga Navalar School, Chidambaram.  
 210 Prakasi, Kumari G., St. Teresa's Training School, Tranquebar.  
 211 President, District Board, Chingleput.  
 212 Do. Coimbatore.  
 213 Do. The Nilgiris.  
 214 Do. North Arcot.

## Serial number and name of individual or organization.

- 215 President, District Board, Salem.
- 216 Do. South Kanara.
- 217 Do. Tanjore.
- 218 Do. Tiruchirappalli.
- 219 Do. Tirunelveli.
- 220 President, Women's National Educational Society, Mangalore.
- 221 Principal, Fatima College, Tuticorin.
- 222 Principal, S.S.B.S. Tamil College, Mailam.
- 223 Principal, St. John's College, Palayamkottai
- 224 Purushothaman, T., M.L.C., Madras.
- 225 Raghavan Nair, Retired District Educational Officer, Cannanore.
- 226 Raghunathan, C., Retired Deputy Director of Public Instruction, Madras and Andhra.
- 227 Raj, Rev. S. N., Correspondent, T.E.L.C. Schools, Pattukkottai.
- 228 Rajagopalan, Manager, Aided Elementary School, Veppathur, Tanjore district
- 229 Rajagopala Pillai, Pitchandarkoil, Tiruchirappalli district.
- 230 Rajan, S., Basic Education Officer, Coimbatore.
- 231 Ramachandra Chettiar, C. M., Coimbatore.
- 232 Ramachandra Reddiar, M.L.A., Tiruvannamalai.
- 233 Ramadoss Row, T. R., Correspondent, Sadasiva Higher Elementary School, Tanjore.
- 234 Ramakrishna Reddiar, President, Panchayat Board, Athupakkam, South Arcot district.
- 235 Ramanatha Ayyar, R., President, Panchayat Board, Tiruvaiyaru, Tanjore district.
- 236 Ramanathan Chettiar, K. V. A. L., Correspondent, Alagappa College, Ramanathapuram district.
- 237 Raman, Sir C. V., Bangalore.
- 238 Raman, Lady, Bangalore.
- 239 Ramapalaniswami, Pannayapuram, Villupuram taluk.
- 240 Ramaswami Adigal, Coonoor.
- 241 Ramaswami Ayyar, Correspondent, Savitri Vidyasala, Tiruchirappalli.
- 242 Ramaswami Mudaliar, C., M.P.
- 243 Ramaswami Naidu, M.L.A., and President, District Board, Ramanathapuram.
- 244 Ramaswami Raja, P. A. C., Rajapalayam.
- 245 Ramaswami Reddiar, O. P., M.L.C., Vadalur, South Arcot district.
- 246 Ramaswami Thevar, M.L.A., Tiruchirappalli.
- 247 Ramasundaram Pillai, R. V., Rajapalayam.

## Serial number and name of individual or organization.

- 248 Ramiah Chettiar, K., Correspondent, A.R.C. Schools, Madras.
- 249 Ramunni, M. K., Retired District Educational Officer, Palghat.
- 250 Rangaramanujam, S. G., Halls Road, Egmore, Madras.
- 251 Rangaswami Ayyar, J., Correspondent, Aided Higher Elementary School, Sivaganga.
- 252 Rangaswami Ayyar, N., St. Teresa's Training School, Tranquebar.
- 253 Reddi, D. S., Director of Public Instruction, Andhra.
- 254 Richard, L., Municipal Commissioner, Kancheepuram.
- 255 Roche Victoria. M.L.A., Tuticorin.
- 256 Rose, Sister, Correspondent, Fatima College, Madurai.
- 257 Rover, Rev. H., T.E.L.C., Tiruchirappalli.
- 258 Royappar, K. S., Rev. Father, R.C. Schools, Tiruchirappalli.
- 259 Rudrappaswami, R. V., Basic Educational Officer, Madurai.
- 260 Ruthnaswami, M., Madurai.
- 261 Sakthi Vadivel Gounder, K., M.P.
- 262 Sambandam, K. R., M.L.A., Tanjore district.
- 263 Sambasiva Reddiar, M.L.A., Salem district.
- 264 Sampath, Rev. R. J. Kathirolu Nursery School, Muttathur, South Arcot district.
- 265 Samudra Pandian, P. A. P., Correspondent, K.V. Sala Schools, Virudhunagar.
- 266 Samuel, Miss, St. Christopher's Training College, Madras.
- 267 Sankaracharya Swamigal, Kancheepuram.
- 268 Sankarapandiyan, M., M.P.
- 269 Saraswathi Srinivasan, Srimathi, Avvai Home, Adyar.
- 270 Sargunani, M., Headmaster, Union High School, Coimbatore.
- 271 Sarma. A. K. S., Correspondent, Aided Elementary School, Acharappan street, Madras-1.
- 272 Satchidanandam Pillai, S., retired District Educational Officer, Madras.
- 273 Savarimuthu, Rev. S. W., Correspondent, T.E.L.C. Schools, Tiruchirappalli.
- 274 Sebba, Sister, Bethelham Higher Elementary School, Ootacamund.
- 275 Shanmuga Nadar, V. V., Merchant, Virudhunagar.
- 276 Shanmugasundaram, K. N., Correspondent, K.G.S. Elementary School, Aduthurai.
- 277 Shaw, Rev. E. O. Secretary, Church of Scotland, Chingleput.
- 278 Somasundara Gounder, C. P.



## Serial number and name of individual or organizations.

- 279 Sheriff, Manager, Aided Higher Elementary School, Akkur, Mayuram taluk.
- 280 Somasundaram, R., Correspondent, Lakshmi Vilas Higher Elementary School, Nidamangalam.
- 281 Srinivasaraghavan, A., Principal, V.O.C., College, Tuticorin.
- 282 Subbulakshmi, Srimathi R. S., M.L.C., Madras.
- 283 Subburaman, N. M. R., Madurai.
- 284 Subbaroya Mudaliar, S., Correspondent, S.M.H. Elementary School, Sirkali.
- 285 Subbaroyan, Dr. P., M.P.
- 286 Subramaniam, M. V., St. John's College, Palayamkottai.
- 287 Subramania Pillai, E. M., Secretary, Mahana Tamizh Sangham, Sankarankoil.
- 288 Subramania Sarma, Communist Party, Madras.
- 289 Sundaraja Naidu, V., Director of Public Instruction, Trivandrum.
- 290 Sundara Rao, Retired District Board Secretary, Mangalore.
- 291 Suvarna, N. N., M.L.A., South Kanara.
- 292 Swadesamitran (Representatives), Madras.
- 293 Swaminathan, V. S., Manager, Suryanarayana Sastri Elementary School, Manamadurai.
- 294 Sylvia, Rev. Mother, General Manager, Apostolic Carmel Schools, Mangalore.
- 295 Tampi, A. K., Principal, Dr. Alagappa Chettiar's Arts College.
- 296 Thangamani, P. P., Correspondent, P.K.N. High School, Tirumangalam.
- 297 Thanu Pillai, M.P.
- 298 Thillaivelu Mudaliar, Correspondent, Aided Higher Elementary School, Thennur.
- 299 Thirumalachari, N. K., Correspondent, National Secondary Schools, Triplicane.
- 300 Thirunavukarasu, T. S., Secretary, Town Congress Committee, Tiruvannamalai.
- 301 Thyagaraja Ayyar, A. V., retired District Educational Officer, Mannargudi.
- 302 Titus, V. T., Divisional Inspector of Schools, Coimbatore.
- 303 Tuna, Rev. Father, Don Bosco High School, Katpadi.
- 304 Teachers' Union, Ambasamudram and Tiruchendur taluk.
- 305 Do. Municipal, Arni, North Arcot district.
- 306 Do. do. Cannanore.
- 307 Do. Aided School, Chermadevi.
- 308 Do. Municipal, Chingleput.
- 309 Do. District Board, Coimbatore.

*Serial number and name of individual or organizations.*

- 310 Teachers' Union, Municipal, Coimbatore.  
 311 Do. do. Gudiyatham.  
 312 Do. do. Kancheepuram.  
 313 Do. do. Karaikudi.  
 314 Do. do. Kozhikode.  
 315 Do. Aided School, Kozhikode.  
 316 Do. Municipal, Kumbakonam.  
 317 Do. Corporation Schools, Madras.  
 318 Do. South India, Madras.  
 319 Do. Madras.  
 320 Tamilnad Teachers' Federation, Madras.  
 321 Teachers' Union, Aided School, Malabar.  
 322 Do. do. Malabar.  
 323 Do. Board School, Malabar.  
 324 Do. Municipal School, Malabar.  
 325 Do. do. Mannargudi.  
 326 Do. do. Nagapattinam.  
 327 Do. Panchayat School, Nannilam.  
 328 Do. District Municipal School, North Arcot district.  
 329 Do. Aided School, Ootacamund and Coonoor.  
 330 Do. Salem District Elementary School.  
 331 Do. Municipal School, Salem district.  
 332 Do. South Arcot District Elementary School.  
 333 Do. Tiruchendur taluk.  
 334 Do. Municipal School, Tiruchirappalli.  
 335 Do. Municipal School, Tiruvannamalai.  
 336 Do. Tamilnad Municipal School, Tiruvannamalai.  
 337 Do. Panchayat School, Tirunavannamalai taluk.  
 338 Tamil Nad Teachers' Federation, Tiruvannamalai.  
 339 Teachers' Union, Aided School, Tiruvarur, Nagapattinam and Mayuram.  
 340 Do. Municipal School, Tindivanam.  
 341 Do. Aided and Municipal School, Tuticorin.  
 342 Do. Udayarpalayam, Perambalur and Kulit-talai.  
 343 Teachers' Association, Municipal, Villupuram.  
 344 Do. Villupuram taluk centres.  
 345 Teachers' Union, Vittal taluk.  
 346 Do. Palladam taluk.  
 347 Vache, S.J., Rev. Father, Dindigul.

Serial number and name of individual or organization.

- 348 Vaidyanathan, Ravi Varma School of Arts, Madras.  
 349 Vaikunta Baliga, B, M.L.A., Mangalore.  
 350 Valasubramania Nadra, P. V. P., of Tirumangalam, Madurai.  
 351 Varughis, Retired Inspectress of Girls' Schools, Kozhikode.  
 352 Varkey, Rev. Father, G. J., St. George's Church, Kolathuvayal, North Malabar.  
 353 Vasudevan, N., retired District Educational Officer, Headmaster, Rajah's High School, Ettayapuram.  
 354 Veeraswami, M.P., Tiruchirappalli district.  
 355 Vellaichami Nadar, S., Virudhunagar.  
 356 Venkatachari, A. G., Assistant Editor, *Dhinamani*.  
 357 Venkataraman, R., M.P., New Delhi.  
 358 Vinoba Bhave, Acharya.  
 359 Visweswarayya, Sir M., Bangalore.  
 360 Young, Miss. E. W., C.S.I. Schools, Kancheepuram.

### Appendix V.

#### NUMBER OF ELEMENTARY AND BASIC SCHOOLS AND STRENGTH.

Serial number and management.	Elementary school.			
	Number.	Boys.	Girls.	Total.
(1)	(2)	(3)	(4)	(5)
1 Government .. ..	1,207	69,929	49,909	1,19,838
2 District Board .. ..	8,099	7,22,587	3,56,108	10,78,695
3 Panchayats .. ..	964			
4 Municipal .. ..	995	1,37,997	1,12,487	2,50,484
5 Private Aided Mission ..	2,946	8,96,852	5,70,467	14,67,319
Private Aided Non-Mission.	7,178			
6 Private Unaided Mission ..	27	1,812	1,292	3,104
Private Unaided Non-Mission.	7			
Total ..	21,423	18,29,177	10,90,263	29,19,440

Serial number and management.	Basic schools.			
	Number.	Boys.	Girls.	Total.
(1)	(6)	(7)	(8)	(9)
1 Government .. ..	61	3,554	2,865	6,419
2 District Board .. ..	403	31,321	16,019	47,340
3 Panchayats .. ..				
4 Municipal .. ..	46	5,124	4,061	9,185
5 Private Aided Mission ..	72	34,449	22,317	56,766
Private Aided Non-Mission.	323			
6 Private Unaided Mission ..	..	..	..	..
Private Unaided Non-Mission.				
Total ..	905	74,448	45,262	1,19,710

NOTE.—Nine thousand seven hundred and ninety-six boys and 11,176 girls are attending Primary departments of Secondary Schools for boys and girls.

## Appendix VI.

## SCALES OF PAY IN ELEMENTARY SCHOOLS.

Types of teachers.	Scales of pay.
<b>GOVERNMENT.</b>	
	RS.
Secondary Grade Teachers .. .. .	45-3-60-2-90
Higher Elementary Grade Teachers .. .. .	30-1-50
Lower Elementary Grade Teachers .. .. .	23-1-35
<b>LOCAL BODY, DISTRICT BOARDS AND MUNICIPALITIES.</b>	
Secondary Grade Teachers .. .. .	40-1½-55-2-75
Higher Elementary Grade Teachers .. .. .	30-1-45
Lower Elementary Grade Teachers .. .. .	23-1-33
Prevocational Instructors .. .. .	(a) 30-1-45 (b) 30 (c) 100 per annum.
<b>CORPORATION OF MADRAS.</b>	
Secondary Grade Teachers .. .. .	45-3-60-2-90
Higher Elementary Grade Teachers .. .. .	31-1-45-1½-60
Lower Elementary Grade Teachers .. .. .	30-1-45
<b>PRIVATE.*</b>	
Collegiate Trained Teachers .. .. .	40-1-48
Secondary Grade Teachers .. .. .	40-1-48
Higher Elementary Grade Teachers .. .. .	30-½-33
Lower Elementary Grade Teachers .. .. .	20
Pre-vocational Instructors .. .. .	(a) 25-½-30 (b) 25 (c) 100 per annum.

\* With regard to schools under private management, the particulars in column (2) relate to scales of grant paid by Government.

## DEARNESS ALLOWANCE TO TEACHERS IN ELEMENTARY SCHOOLS UNDER ALL MANagements.

Pay.	Dearness allowance.
	RS.
Up to Rs. 20 .. . . .	18
Rs. 21 to 39.. .. .	19
Rs. 40 .. .. .	21
Rs. 41 to 60 .. .. .	22
Rs. 61 to 100 .. .. .	24

## Appendix VII.

## SCHOOLS FOR THE HANDICAPPED, AS ON 31st MARCH 1954.

Serial number and district.	Name of the school.	Strength.	
		Boys.	Girls.
(1)	(2)	(3)	(4)
1 South Malabar ..	Government School for the Deaf, Chunnangad.	30	..
2 Ramanathapuram ..	Municipal School for the Deaf, Karakudi.	19	6
3 Coimbatore .. ..	Municipal School for the Deaf, Coimbatore.	35	7
4 Madras .. .. .	School for the Deaf and Blind, Teynampet (Aided).	Deaf 106 Blind 27	107 48
5 Do. .. .. .	C.E.Z.M. School for the Deaf, Santhome.	64	48
6 Tirunelveli .. ..	F.S. School for the Deaf, Palayamkottai.	108	59
7 Chingleput .. ..	Government Blind School for Boys, Poonamallee.	73	51
8 Salem .. .. .	Government Blind School for Boys, Salem.	37	5
9 South Kanara .. ..	Government Blind School for Boys, Kasaragod.	19	3
10 Tirunelveli .. ..	Aided School for the Blind, Palayamkottai.	45	2
11 Do. .. .. .	Aided School for the Blind, Palayamkottai (Girls).	29	31
12 Chingleput .. ..	Government School for the Crippled, Tirumani.	164	29
13 Salem .. .. .	Government School for the Crippled, Salem.	40	..
14 Tanjore .. .. .	Aided School for the Crippled, Kumbakonam.	47	14
15 Ramanathapuram ..	Aided School for the Crippled, Dayapuram.	19	2
Total ..		862	412

## Appendix VIII.

## A NOTE ON THE EXPANSION OF BASIC EDUCATION IN THE MADRAS STATE PRESENTED TO THE CHAIRMAN, ELEMENTARY EDUCATION COMMITTEE.

## I

The Basic Education Scheme and also the Indian Constitution contemplate universal education for the age group 6 to 14 for a period of eight years. The main object of this note is to help the Government with such suggestions as may be possible to implement without large additional financial strain. If we are to expand Basic education, the following are the main problems that have to be faced:—

(1) Out of the 125 training schools in the State, only 48 are Basic training schools now. The remaining 77 have to be converted as early as possible so as to avoid the need for retraining the teachers passing out from them,

(2) Out of the 85,400 trained teachers in the State, 7,600 are basic-trained. The remaining teachers have to be trained.

(3) To man the Basic training schools and ranges of Basic schools, basic-trained graduates are required. The universities have to be persuaded to reorganize their B.T. courses in such a manner that a B.T. who takes Basic education as an optional subject can do Basic education work without further retraining.

(4) In order to give an 8-year course of education for children of the age group 6 to 14 as required by the Constitution, provision should be made for the upgrading of a sufficient number of schools into Senior Basic schools.

(5) With a view to bring in as many school-age children as possible into schools, provision has to be made for increased school places.

(6) The schools have to be provided with craft equipment when they are converted into Basic schools.

(7) Since our schools are woefully lacking in accommodation, provision has to be made for putting up new school buildings.

## II

The Tamil Nad Basic Education Society has given thought to the above problems and would like to place the following constructive suggestions for the consideration and acceptance of Government:—

(1) *Conversion of training schools.*—It is usually imagined that the cost of converting a training school into a Basic Training school is enormous. It might have been true to a certain extent in the early stages when all the craft equipment was supplied from State funds. For some years now, the equipment is being purchased by the students themselves with the result that the extra cost involved in craft equipment is about Rs 2,000 only for training school of four classes. The total cost of conversion of the 77 training schools would, therefore, be only Rs. 1,54,000. We understand that the Government of India have allotted adequate funds for the expansion of Basic education. We may avail of their help for this purpose. The remaining 77 training schools may be converted into Basic training schools in the course of the next four years at the rate of about 20 each year.

At present junior grade trainees are paid a stipend of Rs. 18 per mensem while the rate in the ordinary training schools is only Rs. 12 per mensem. Ultimately there will be about 8,000 junior grade teachers if we decide to convert the existing elementary grade section into junior grade (basic). This will involve an additional expenditure of Rs. 48,000 per year. This extra cost will have to be borne in the interest of efficient and effective teacher education.

(2) *Retraining of non-basic teachers employed in Elementary Schools.*—Out of the 85,000 trained teachers in the State, 7,000 are already basic trained. The rest have to be retrained before they can be employed in Basic schools. This retraining may be spread over the next ten years. Since we expand from area to area, about 25 per cent of the teachers would retire before their turn comes for retraining.

Approximately 60,000 teachers will have to be retrained. This retraining may be given without additional cost in the following manner:—

Forty teachers may be selected at a time from 30 to 40 elementary schools around a basic training school and retrained for three months in that training school. Other teachers serving in those schools can be retrained in succeeding batches. In this manner, 120 teachers can be retrained per year. It is neither possible nor necessary to have an additional section in the training school for this retraining since accommodation, staff, equipment, etc., cannot be expanded for the sake of retraining which is only a temporary measure as far as that training school is concerned. This retraining can be in lieu of regular training and fresh admissions may be deferred in one section for that year. In this manner, retraining courses may be conducted at 50 centres at a time; the total number of teachers that can be retrained in a year is 120 in one centre or 6,000 in the 50 centres. Six batches can be retrained in three months' courses during the period in which one batch receives the two-year course of training. Hence, only 1,000 fresh men will lose training facilities due to this diversion of training school places for the retraining of 6,000 elementary school teachers in a year. It may be noted here that this curtailment of training facilities will not cause a dearth of trained personnel since there is an over-production of 1,000 teachers from our training schools. (About 5 per cent of the existing 85,000 teachers may be estimated to retire every year. Hence, there is need for only about 4,000 fresh teachers every year while the present annual output of the 125 training schools will be more than 5,000.)

Since this retraining is given in lieu of regular training, there is no additional cost even on stipends. In fact, there is a saving since stipends need be paid only for nine months in the year for the three batches and not for 10½ months as in the case of regular trainees. There is a saving of Rs. 9 per retrainee or Rs. 54,000 a year for the 6,000 retrainees.

Substitutes need not be appointed as the period of training is only three months. Hence, according to this arrangement the 60,000 teachers can be retrained in the course of the next ten years without incurring any additional expenditure.

(3) *Retraining of Graduate Teachers and Deputy Inspectors.*—For converting training schools, it is necessary to retrain the graduate staff employed in them. The local Deputy Inspector of Schools has also to be retrained. About 320 graduates have thus to be retrained for converting the 77 non-basic training schools and the ranges served by them. This retraining can be completed in four years by conducting two courses each year for 40 graduates at a time. The cost would include the salary of the teachers and their stipends: this would amount to Rs. 750 per trainee for the five months' course. The total cost for retraining the 320 graduates would be Rs. 2,40,000 spread over four years. In respect of this expenditure also, aid may be sought from Central Government.

(4) *Opening of new senior basic schools.*—The constitution as well as the Basic Education Scheme contemplate a minimum of eight years' schooling for every child. At present, it is not possible to

enforce compulsion for the age group 6 to 14. But, it is necessary to provide facilities for such children as may desire to study up to grade VIII. There are now two types of schools serving the age groups 11 to 14, namely, senior basic and higher elementary schools on the one hand and middle schools and middle school forms attached to high schools on the other. Steps have been taken by Government to convert middle schools also into senior basic schools and in the long run there should be only one pattern of education for the age group, 6 to 14.

It is now suggested that in an area served by about five schools, at least one should be upgraded into a senior basic school. Out of the 21,000 schools in the State, about 4,000 may have to be organized as senior basic schools. It is absolutely necessary for a senior basic school to have a graduate trained headmaster and two specialists (one for craft and another for one of the cultural subjects like Tamil, Hindi, Art, Music and Physical Education). The senior basic schools attached to High School may, however, continue to utilize the services of the specialists of the High School section. The additional cost would be about Rs. 3,000 per school. The ultimate additional cost for organizing 4,000 senior basic schools would be 1,20,00,000. But there are already middle schools and middle school section of high schools numbering about a thousand and another thousand higher elementary schools. So actually the Government will have to spend an extra amount of Rs. 60,00,000 over the additional 2,000 schools. In our opinion, the State Government should not mind this additional expenditure for providing such an essential facility for our villages.

(5) *Provision of additional school places.*—We are aware of the necessity to provide for increased school places. At present, the teacher-pupil ratio is 20. This may safely be increased to 25. It will then be possible to enrol 5 lakhs more of children without incurring additional cost. We consider that it will not be safe to increase the ratio further at this juncture.

(6) *Supply of craft equipment.*—Of the 21,300 schools, only 800 are basic schools. When the remaining schools are converted craft equipment will have to be supplied at the rate of Rs. 150 per teacher (which is the average cost of materials supplied so far). The total cost involved on this score would be Rs. 126 lakhs. This expenditure may be met from the allotments annually made under the Community Project and National Extension Service Schemes for the reorganization of schools into basic schools. Since these schemes are expected to cover the entire country within a period of seven years, basic education may expand along with the expansion of National Extension Service until the entire country is covered.

(7) *Construction of school buildings.*—Our schools are woefully lacking in suitable accommodation. We feel that the provision of cheerful habitants and surroundings are essential for any good system of education. Considering the large number of schools housed in unsuitable rented buildings, we suggest that provision should be made for building about 500 school houses a year at a cost of Rs. 10,000 each. We expect that the local public and the local bodies will meet at least half the cost. We understand that a sum of Rs. 60 lakhs are being provided under 'local works' by the Government of India this year. We wish that the Education department should take as much advantage of this provision as possible.



(8) *Reorganization of the B.T. course.*—The Government have issued orders that those who have done the B.T. course with basic education as optional subject are not qualified to work in basic education institutions until they are further trained for five months thus declaring that the training offered in teachers' college is not adequate for the purpose. At present, about 120 graduates are qualifying for basic education in the various training colleges in the State each year. If these 120 are to be retrained the cost would be Rs. 90,000 (at Rs. 750 per candidate). We suggest that instead of spending this amount, the Government should persuade the universities to reorganize their B.T. course in a manner that will satisfy the requirements of basic education institutions.

(9) It is hoped that the implementation of the above suggestions will enable the early and effective organization of our schools on basic lines. When schools are so organized, we expect a decent income from craft work. The craft produce from basic schools will add substantively to our national wealth and help the State Government to expand educational facilities to children who are not served by our schools now and provide them with certain essential comforts. In order to do so, it will be necessary to arrange for marketing of the things produced in schools through a co-operative marketing society in addition to encouraging local consumption.

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