



# Report of the Committee on the Training of Primary Teachers



BOMBAY  
PRINTED AT THE GOVERNMENT CENTRAL PRESS  
1938

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

[Price—Annas 4 or 5d.]

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## REPORT OF THE PRIMARY TEACHERS' TRAINING COMMITTEE.

### INTRODUCTORY.

1. The Committee was appointed by Government under their Resolution, Education Department, No. 6472/F, dated 17th January 1938, to advise Government on the question of the Training of Primary Teachers. Government desired in their Resolution that this Committee should commence its sittings only after the preliminary discussions of the Committee for Vocational Training were finished.

The following persons were appointed members of the Committee :—

- (1) Mr. S. S. More, B.A., LL.B., President, District Local Board, Poona—*Chairman*.
- (2) Mr. S. R. Tawade, Principal, Training College for Men, Poona.
- (3) Mr. R. R. Bhole, M.L.A., Poona.
- (4) Dr. S. C. Nandimath, M.A., Ph.D., Principal of the Lingaraj College, Belgaum.
- (5) Miss R. Reuben, Principal, Sir Elly Kadoorie High School, Bombay.
- (6) Mr. Narsinh Prasad K. Bhat, Shri Dakshinamurti Bhavan, Bhavanagar.
- (7) Mr. Desaibhai Nathabhai Patel, Principal, Shree Vithal Kanya Vidyalaya, Nadiad.
- (8) Mr. K. S. Vakil, Principal, Shree Maharani Tarabai Teachers' College, Kolhapur.
- (9) Mr. K. S. Dikshit, Retired Deputy Educational Inspector, Satara.
- (10) Mr. Aziz Hooseinbhoj Lalljee, Barrister-at-Law, Bombay.
- (11) Mrs. Krishnabai Panjikar, Dharwar.
- (12) Mr. M. R. Paranjpe, Poona.
- (13) Rao Saheb P. G. Halkatti, B.A., LL.B., Bijapur.
- (14) The Educational Inspector, Bombay Division,  
(Mr. V. D. Ghate)—*Secretary*.

2. The Committee was empowered to co-opt additional members if considered necessary.

3. The terms of reference to the Committee were as under :—

- (1) Is the present system of intermittent training serving any useful purpose? If not, how should it be replaced?
- (2) In view of the fact that the Vernacular Final passed candidate is generally ill-equipped and is not in a position to derive benefit from a short course in training, how should he be

provided with some sound general education ? What should be its duration ? Should general education and training be given simultaneously or should a short course of intensive training follow general education ? What should be the duration of this training course ?

- (3) Should all primary teachers be given the same training ?
- (4) What should be the place of Matriculates in the new scheme of training ?
- (5) Should the training of women teachers be different from that of men teachers in any way ?
- (6) What changes should be introduced in the training of both men and women teachers in order that they should not pay undue importance to examinations and memory tests but should concentrate in their teaching on observation, creative activity and individual aptitudes ?

4. The Committee was requested to submit its Report to Government within two months of its first meeting. It was, however, not found possible to do so and therefore Government, at the request of the Committee, extended the period by two months.

5. The first meeting of the Committee was held in Bombay on the 12th of April 1938 to approve of a draft questionnaire, and to consider the question of co-option. The questionnaire approved by the Committee is appended to this Report. It was sent to 225 persons and also to the Press, but only 43 persons sent replies. Their names are given in Appendix B. The Committee decided not to co-opt any additional members but to invite selected persons as witnesses for consultation and discussion, if necessary.

6. The Committee met again in Bombay on the 4th of May and subsequently in Poona on the 2nd of June, 3rd to 5th of July and from the 2nd to the 11th of August on which date the Report was signed by all members. Mr. Vakil signed the Report subject to a minute of dissent, which is given at the end of the Report.

A Sub-Committee, consisting of Miss Reuben and Messrs. Paranjpe, Tawade, N. K. Bhat, with the Secretary as the Convener, was appointed to draft syllabuses. A second Sub-Committee, which included the Chairman, Professor Paranjpe, Rao Saheb Halkatti, Messrs. Bhole, Dikshit, Tawade and the Secretary, calculated the costs of the various proposals made by the Committee.

## CHAPTER I.

## Historical Survey.

Before we proceed to report the findings of our Committee, we consider it necessary to make a brief historical survey of the field of primary teacher-training in this Province.

It is interesting to note that a start was made in the field of teacher-training in 1823 by a Special Committee of the Native School Book and School Society formed in 1822 under the guidance of Mountstuart Elphinstone, Governor of Bombay. This Special Committee was appointed to examine the system of education prevailing in the Province and to suggest measures for its improvement and extension. It reported as radical defects the want of books, methods, teachers, and funds ; and *inter alia* recommended the training of six intelligent natives in each language (Marathi, Gujarati, Kanarese and Hindustani) in the Lancastrian system of teaching, and their appointment as superintendents of primary schools which the Government had then begun to open in the districts, with a view to the introduction therein of this system of teaching. This system was, in substance, the Indian Monitorial system of managing schools and arranging for the teaching of younger pupils with the help of older pupils called "monitors". Under this system each class in the school had its monitor, while the master exercised supervision over all, but gave particular attention to the senior classes.

In accordance with the Committee's recommendation, the Native School Book and School Society opened a normal class in the Vernacular Department of its Native Education Institution in Bombay and, in 1825, sent out 24 teachers trained in the Lancastrian plan of teaching, to take charge of primary schools in the Konkan; the Deccan, and Gujarat at the places named below :—

Marathi :—3 Poona, 1 Junnar, 1 Guswar (?), 1 Dharwar.

1 Hubli, 1 Ratna- 1 Nandeodur (?), 1 Ahmednagar.  
giri.

2 Nasik, 1 Dhulia, 1 Yeola.

Gujarati :—3 Surat, 2 Ahmedabad, 1 Dholka, 2 Broach.

• 1 Kaira, 1 Nadiad. (Report of the Board of Education,  
Bombay, 1840-41, page 40.)

This normal class having continued for some time ceased to function, and another of the same kind was formed at Poona about the year 1835. It worked till 1845. A third was later established at Dharwar for Kanarese masters, and a class was again formed in Bombay for the improvement of masters who had been found deficient by the Superintendents in their respective areas.

All these classes failed more or less, on account of the inefficient means provided for imparting tuition and the small rate of pay held out to the school masters.

In 1840, when the Native School Book and School Society was replaced by the Board of Education, there were two normal schools for teachers, one in Bombay in the Elphinstone Native Education Institution and the other at Poona. The Board considered that these two normal classes provided sufficiently for the supply of trained teachers.

In 1845, a regular normal class for primary teachers was opened in the Elphinstone Native Education Institution. This class was to consist of 40 students (15 Marathi, 15 Gujarati, and 10 Kanarese), aged 15 to 20 years, to be selected by the superintendents of the (i) Deccan and Khandesh, (ii) Gujarat and North Konkan, (iii) South Konkan and the Southern Maratha Country Divisions of the Presidency. It could not, however, attract more than 24 students at the start.

The course of instruction was to be one of three years and included the following subjects:—English, Vernacular Reading and Grammar, History, Natural Philosophy, Geometry and Trigonometry and the Art of Teaching.

The students received a stipend of Rs. 5 per mensem and lived together in one house under the immediate supervision of a Native Assistant Professor, Bal Gangadhar Shastri, and bound themselves to serve the Board for a period of three years as teachers, on a salary ranging from Rs. 10 to Rs. 30 per mensem, the rates of salary being Rs. 10 for masters of schools of 50 pupils or less, Rs. 12 for those of schools having 50 to 70 pupils, Rs. 15 for those of schools having from 70 to 90 pupils, and Rs. 17 to 30 for those of larger schools having 90 pupils or more. Failure to serve the Board after training rendered them liable to refund the total amount received as stipend during the three years of training. The class was continued for three years and abolished in 1848.

In 1851, when the Poona Sanskrit College (opened in 1821) was remodelled into the Poona College, a normal department "for the training of a class of students in the art of teaching to fit them to be school masters" (Report of the Board of Education, 1850-51, page 63) for Vernacular Schools formed part of it. It was to consist of 20 stipendiary students each paid Rs. 5 per mensem. The Normal Class consisted of two divisions, Junior and Senior, and included English, Sanskrit, Marathi, History, Geography, Mathematics, and Natural Philosophy in its course of studies.

The daily school hours were assigned to the different subjects as shown below :—

1 hour to English, 1 hour to History, 1 hour to Mathematics, 1 hour to Sanskrit, 1 hour to Vernacular, and 1 hour to other subjects such as Natural Philosophy, Geography, etc. No instruction was, however, given in the art of teaching. (Report of the Board of Education, Bombay, 1857-58, pages 165 and 441.)

In 1852, there were not 50 trained teachers in the whole Presidency. In 1854, the number in the Poona Normal Class was raised from 20 to 30, and a Normal Class for the training of masters for Gujarati schools was started in the English School at Surat. It consisted of 15 students, each getting a stipend of Rs. 6 per mensem. Its course of study included English, Gujarati, Mathematics, Mechanics, Astronomy and the Art of Teaching "to be daily taught by the master and practised by the students". (Report of the Board of Education, Bombay, 1854-55, page 8.)

No provision, nevertheless, was made for instruction or practice in the art of teaching, "except that the scholars occasionally questioned each other in class" (Report of the Board of Education, Bombay, 1855-56, page 289) until a year later when "all the mere knowledge necessary for a primary teacher was required at the entrance examination and the time spent in the class was devoted to acquiring practice in teaching and school management. For this purpose, the students were distributed among the best masters of the city schools, but examined periodically by the Head Master." (Report of the Board of Education, Bombay, 1855-56, page 288.) As regards the medium of instruction, the Board of Education "considered that if Gujarati alone was the medium of instruction, the scholars would be prevented, by want of vernacular books, from treading the higher paths of literature and science,

and it was consequently decided that these persons who were destined for Vernacular masterships on Rs. 15 to Rs. 40 per mensem should be English scholars and receive a mathematical and scientific education of the highest order". (Report of the Board of Education, Bombay, 1855-56, page 264.)

These initial attempts at training were short-lived. In 1855-56, soon after the creation of the Department of Public Instruction, in accordance with the direction contained in Wood's Education Despatch of 1854, the question of increasing the supply of trained teachers for primary schools was taken up for consideration. The Wood's Despatch had recommended "the establishment, with as little delay as possible, of training schools and classes for masters in each Presidency in India" (Report of the Board of Education, Bombay, 1854-55, page 189) and suggested to the governing authorities in India the plan which had been adopted in Great Britain for this object and which appeared to the Court of Directors of the East India Company to be capable of easy adaptation to India. It mainly consisted in the selection and stipend of pupil-teachers (awarding a small payment to the masters of the schools in which they were employed, for their instruction out of school hours), their ultimate removal, if they proved worthy, to normal schools; the issue to them of certificates on the completion of their training in those normal schools and in securing to them a sufficient salary when they were afterwards employed as school masters." (Report of the Board of Education, Bombay, 1854-55, page 189.) In pursuance of these instructions, Mr. G. J. Erskine of the Bombay Civil Service, the first Director of Public Instruction, proposed "that selected youths in each taluka should be apprenticed as pupil teachers for three years on stipends rising from Rs. 3 to Rs. 5 per mensem, to the ablest school masters in the neighbourhood, and that, on successfully passing through their term of apprenticeship, they should be sent up for a further course of instruction, on stipends of Rs. 6 per mensem, to the District Training College, from which they would eventually return to their respective talukas as trained teachers." Thus, the system of primary teacher-training developed here, as in England, from the Monitorial and Pupil-teacher system.

At the time of this proposal (1855), there were in the Presidency, 5 normal classes, 2 at Poona, 2 at Surat, and 1 at Karachi (opened in 1854).

Mr. Howard, who succeeded Mr. Erskine, went further and proposed the establishment of a training school or class in each



zilla " in order that the candidate masters might not be taken far from their homes—a circumstance which is always found in this country to increase the costliness of all labour". (Appendix to the Report of the Indian Education Commission Report of the Bombay Provincial Committee, Volume I, page 30.) But his scheme was not carried into effect and the pupil-teacher system, as devised by Mr. Erskine, continued. In 1865 when Mr. Howard retired, there were 6 training schools—at Poona, Ahmedabad, Rajkot, Belgaum, Hyderabad (Sind), and Sukkur, and they had in all 180 stipendiary students. " The first two were reported to be efficient, that at Ahmedabad being superintended by a native scholar who had visited England and had acquainted himself with the various systems pursued in the Training Colleges at Cheltenham and other places. The other training schools contributed but little towards the improvement of Vernacular Schools; and in the Kanarese Districts, as well as in Sind, very few of the school masters employed spoke the same mother tongue as their pupils or, if they did, they were incompetent to teach it. In both Divisions (Sind and Karnatak) the masters were mostly Marathi speaking men, and, in the former, they had at the best no more than a colloquial knowledge of Kanarese". (*Ibid*, page 30.)

In 1868, Mr. Peile, who was then the Director of Public Instruction, reorganised the whole system of training. A candidate on leaving school at 15 was attached as a pupil-teacher to the master of a good vernacular school. After two years' apprenticeship he was sent up to a Training College, where he passed a preliminary year, and after that, if found fit, received either one or two years of systematic training. On obtaining a 1st or 2nd class certificate of training for one or for two years, as the case might be, he was entitled on appointment as teacher to a fixed minimum pay according to his class; and, if head or sole master, to a capitation and proficiency allowance which varied with the number and quality of his school. Mr. Peile thus graded the whole staff of Vernacular teachers " in seven ascending steps, on the lowest of which a steady industrious youth might place himself with the certainty of guaranteed competence and of the opportunity of adding to his means by his own exertions", (*Ibid*, page 38), viz. (1) pupil-teacher, (2) unpassed assistant, (3) passed assistant, (4) 1st year certificated master of the 2nd class, (5) 1st year certificated master of the 1st class, (6) 2nd year certificated master of the 2nd class and (7) 2nd year

certificated master of the 1st class. In addition to this, all teachers whose salaries exceeded Rs. 10 per mensem were made eligible for pension. This system brought about marked improvement in the personnel of primary schools and increased the number of students in Training Colleges from 180 in 1865 to 456 in 1870-71.

Normal schools for women teachers were also established during this period at Ahmedabad, Bombay and Poona.

The Department of Public Instruction recognised "the principle that the function of a primary school was not merely to prepare a boy for an English course, but also to fit a class of the community for taking an intelligent position in society. The great mass of village boys would never proceed to the town school. The distant and artificial goal of a matriculation standard was beyond the horizon of the life of a village peasant. The pedantic definition of primary instruction as a course of instruction ending in a fraction of an 'education' which leads up to the university', was discarded, and the growing demand for elementary education was utilised by expanding standard V into standards V and VI and making standard VI the passport to Government employment in the lower grades of the public service". (*Ibid*, page 43.)

When the primary school course was thus enlarged, attention to the training of teachers became more necessary.

In the year 1881-82, there were 7 training institutions for men in the Presidency—at Poona, Ahmednagar, Kolhapur, Ahmedabad, Rajkot, Dharwar and Hyderabad (Sind)—with 480 students; and the number of trained teachers turned out from these in that year was 141. The training institutions for women were only 3, at Poona, Ahmedabad and Kolhapur.

The total number of teachers employed in cess (District Local Board) schools at the end of the year 1881-82 was 9,314. Of these 4,565 were head or sole masters, 2,683 were assistant masters, and 2,066 pupil-teachers. Of the head-masters or sole masters, 45·4 per cent. were trained; and of the assistant masters, 13·9 per cent. were certified. The minimum qualification for admission to a training institution was the passing of the Public Service Examination in the case of men but much lower in the case of women; and every one of the students admitted was put through a course of at least two years before he was sent out to serve as a teacher.

In 1882 a Commission was appointed with the Honourable W. W. Hunter, L.L.D., C.I.E., as its President. The Government Resolution No. 1/60, dated 3rd February 1882, which brought into existence the Commission, devoted a special paragraph to this question. We quote it below :—

“The arrangements existing in different parts of the country for training the teachers of primary schools should be brought under careful review and suggestions for rendering that training more efficient and practical should, if possible, be submitted.”

A large amount of evidence was put before the Commission, pointing to the necessity of increasing the number of training schools for the Presidency. Witness after witness reiterated that the existing supply of trained teachers was altogether inadequate and that there could be no improvement in our primary schools unless there was a substantial increase in the provision for the training of teachers. Dr. Bhandarkar went so far as to suggest that there should be a normal class in every “superior vernacular school”. The Commission made the following recommendations :—

“that the supply of Normal Schools, whether Government or aided, be so localised as to provide for the local requirements of all primary schools, whether Government or aided, within the Division under each Inspector ;

“that the first charges on Provincial Funds assigned for Primary Education be the costs of its direction and inspection and the provision of adequate Normal Schools.”

In spite of these weighty recommendations, nothing was done by Government to provide for additional training institutions. Sir William Lee-Warner, who had a temporary charge of the Department of Public Instruction in 1885, observed that a large number of schools were still under untrained head-masters, and submitted for the consideration of Government proposals for the establishment of a number of training schools in the zillas under the control of the District Local Boards. These proposals were under consideration for some time, and in a Resolution on Sir William Lee-Warner's Annual Report, Government said that they regretted that the existing number of Training Colleges was inadequate and suggested that proposals should be framed and submitted for an increase in their number.

In response to this request a suggestion was advanced that cheap training schools should be started and maintained by Local Boards. But this scheme did not find favour with Government and the reason given by them for not accepting the scheme was, "that the existing colleges provide a sufficient supply of trained men". Apparently they had forgotten what they wrote on Sir William Lee-Warner's Report.

In 1903-04, an additional feature in the work of Government Training institutions for men was introduced, and teachers in service, trained ten or fifteen years ago, were called up for retraining in order to acquaint them with modern methods of teaching.

In 1910-11, however, this plan of retraining was discontinued as it was thought that it had served its purpose; and provision was made for the institution of district normal classes giving a six months' course of training to untrained teachers in service, with the object of improving their teaching methods and rendering them efficient, without involving the Boards in liabilities for enhanced pay which they were unable to meet.

On the 13th of March 1911, the Honourable Rao Bahadur G. V. Joshi moved the following resolution in the Bombay Legislative Council:—

"that Government may be pleased to raise the provision for the training of teachers for primary schools from Rs. 30,000 to Rs. 1,00,000, the increase being met from Public Works Estimates."

In commending the resolution to the house he said:—

"The number of students in these (training) institutions is now much larger than it was years ago, but the supply is short—very short—and I think we all agree that unless the supply of training facilities for vernacular masters is increased and larger numbers are trained, it is hopeless to expect any appreciable progress in our primary schools or any improvement in their moral tone and efficiency."

Strangely enough this modest proposal was opposed by Mr. Sharp, the then Director of Public Instruction, on the ground of the additional cost to Government over the enhanced rates of salaries, which the trained teachers would claim.

The district normal classes were found to be ineffective for the purpose for which they were instituted, and were abolished in 1918, and a new comprehensive scheme for training 1,300 additional teachers every year, to replace annual wastage and to meet the needs of expansion, was sanctioned and put into operation in the very same year. It provided for the opening of a Government Training School in every district of the Presidency which was still without an institution for the training of its teachers. Twenty-one district training schools were accordingly opened between the years 1918-1922. They each admitted 50 students, including women and non-stipendiaries in several places. They offered one year's training, but it was contemplated that in the near future they should develop second year, and if necessary, third year courses. (Report of the D. P. I. 1918-19, page 25.) In their Resolution sanctioning the scheme, Government expressed the opinion that it was necessary to insist on Municipalities and Local Boards employing trained teachers, and to compel aided schools to replace their casualties by trained men, on pain of having their grants-in-aid reduced or even withdrawn.

As a result of this measure, there were, in the Province including Sind, at the end of the year 1920-21, besides 7 Divisional three-year training colleges (2 Urdu) for men and 4 for women, 21 District Training Schools (2 Urdu) giving one year's training.

The total number of men students in training in that year was 2,580 (1,537 in the first year, 642 in the second year, and 401 in the third year).

The total number of trained men and women teachers sent out from Government training institutions in that year was 1,623.

The Chandavarkar Committee, appointed on the 15th of July 1921, considered, among other things, the question of training primary teachers. Though they fully realised the necessity for more and better trained teachers, they were influenced by financial considerations when they made the following recommendation :—

“ We recommend that the number of teachers who are given two or three years' training should be kept as low as possible, and that training institutions should concentrate their efforts on turning out 1st year trained teachers, capable

of teaching any class up to standard IV. We suggest also that the question of demanding six months' apprenticeship or attendance at the normal class before a teacher is classified as 'qualified' be considered".

"We also suggest that enquiries be made to determine whether the training given in existing training institutions is altogether suitable for teachers in village schools" (Chandavarkar Committee's Report, page 47).

In 1922-23, on the ground of economy, orders were issued for the gradual closure of the new district training schools and for the limitation of the strength of classes in men's training institutions to a total of 1,195, and of their total output of trained teachers to 825.

The policy of retrenchment in education thus initiated led to the limitation of employment by local authorities (created under the Primary Education Act of 1923) of 2nd and 3rd year trained teachers to 30 per cent., and to the reduction of the full primary training course from three to two years and, in most cases to one year. It also led to the continuance of the practice of employing Vernacular Final Certificated persons as qualified teachers and to the permission to employ Vernacular Final certificated and uncertificated persons as "pupil teachers" and "student teachers" in primary schools, under Rules 60-61 of the Primary Education Rules, 1924.

The Auxiliary Committee (1928) of the Simon Commission under the Chairmanship of Sir Philip Hartog made the following observations, while reviewing the educational systems in India :—

"If the quality of the candidates applying for selection for training is low, so also is the quality of the training. In most Provinces, the period of training is too short, the curriculum is narrow and the teaching staff is inadequately qualified". The Committee did not, however, fail to note that "in Bombay reasonably satisfactory efforts have been made to reform the training system." The Primary and Secondary Education Committee (1929) made some very important recommendations in the sphere of primary education. They suggested, for instance, that Vernacular Final Certificated persons should not be considered as qualified teachers. They also proposed that training institutions for village teachers should be established in rural areas (page 37). The next Committee to give its consideration to this problem was the Reorganisation Committee, appointed by the Government of

Bombay by their Finance Department Resolution No. 8300, dated the 11th July 1932, with the Hon. Mr. G. A. Thomas, C.I.E., I.C.S., as its Chairman. This Committee expressed itself strongly on this problem in the following words :—

“ We venture to remark that in our opinion there has been a tendency to sacrifice quality to quantity and the most urgent necessity of the present time is to raise the whole standard of teaching ”.

“ Our first and foremost recommendation therefore is that the standard of teaching in primary schools should be raised and this can only be done by training the teachers ”.

“ The importance of primary education to this country is so great that we think that Government and the Local Authorities should never rest content until one hundred per cent. of the teachers are trained ”.

The position (as reported by the Director of Public Instruction for the year 1935-36) is that there are at present only 14 Government training institutions with 1,168 students in the Province (including Sind), 9 for men with 891 students (against 2,580 in 1920-21), and 2 for women with 277 students (against 416 in 1920-21), with an output of 877 trained teachers (against 1,623 in 1920-21) 736 men (492 First year, 172 Second year and 72 Third year) and 141 women (95 First year and 46 Second year). The figures given above will show the extent to which the position has deteriorated since 1920-21.

The unsatisfactory position thus created was noted by the Educational Commissioner with the Government of India in his Report for 1929-30 with the remark that in no Province except Bombay was the trained element in primary schools for boys less than fifty per cent. Even in 1936-37, the percentage of trained teachers in the primary schools both for boys and girls, was no more than 50 (there being 17,263 trained teachers out of a total of 34,276); excluding Sind.

We have thus traced the history of primary-teacher training in this province in detail with a view to showing how it has drifted to its present unsatisfactory position and how much lee-way remains to be made to reach the ideal of cent per cent. trained primary teachers recommended by the Thomas Reorganisation Committee.

TABLE No. I.

Table showing the number of Primary Training Institutions for Men in the Bombay Presidency in every fifth year from 1881-82 to 1936-37.

Year.	Government.		District Local Board and Municipal.		Aided.	
	Insti-tutions.	Pupils—Men.	Insti-tutions.	Pupils—Men.	Insti-tutions.	Pupils—Men.
1	2	3	4	5	6	7
1881-82 ..	4	360	..	..	..	..
1885-86 ..	4	446	..	..	1	56
1891-92 ..	5	519	..	..	1	70
1896-97 ..	5	433	..	..	1	86
1901-02 ..	5	488	..	..	1	82
1906-07 ..	5	938	..	..	1	77
1911-12 ..	5	905	..	..	1	59
1916-17 ..	10	1,278	13	80	2	73
1921-22 ..	21	2,013	..	..	2	70
1926-27 ..	12	933	1	4	2	62
1931-32 ..	9	605	1	27	2	79
1936-37 .. (excluding Sind).	8	790	..	..	3	111

Year.	Unaided.		Total.		12
	Insti-tutions.	Pupils—Men.	Insti-tutions.	Pupils—Men.	
1	8	9	10	11	
1881-82 ..	1	46	5	406	Report for 1886-87 is not available.
1885-86 ..	..	..	5	502	
1891-92 ..	..	..	6	589	
1896-97 ..	..	..	6	519	
1901-02 ..	..	..	6	570	
1906-07 ..	..	..	6	1,015	
1911-12 ..	..	..	6	964	
1916-17 ..	..	..	25	1,431	
1921-22 ..	..	..	23	2,083	
1926-27 ..	..	..	15	999	
1931-32 ..	..	..	12	711	
1936-37 .. (excluding Sind).	..	..	11	901	

N.B.—The figures for the years 1881-82 to 1931-32 are inclusive of those for Sind, but they are exclusive of the figures for Indian States.



TABLE No. 2.

Table showing the number of Primary Training Institutions for Women in the Bombay Presidency in every fifth year from 1881-82 to 1936-37.

Year.	Government.		District Local Board and Municipal.		Aided.	
	Institutions.	Pupils—women.	Institutions.	Pupils—women.	Institutions.	Pupils—women.
1	2	3	4	5	6	7
1881-82 ..	2	73	..	..	..	..
1885-86 ..	2	84	..	..	..	..
1891-92 ..	2	87	2	45	..	..
1896-97 ..	2	86	3	19	1	3
1901-02 ..	2	157	3	18	1	1
1906-07 ..	3	110	2	18	3	40
1911-12 ..	4	279	1	9	2	31
1916-17 ..	4	342	1	26	7	184
1921-22 ..	4	404	1	18	12	466
1926-27 ..	5	252	..	..	10	357
1931-32 ..	5	179	1	37	10	493
1936-37 (excluding Sind).	4	268	1	27	10	518

Year.	Unaided.		Total.		Remarks.
	Institutions.	Pupils—women.	Institutions.	Pupils—women.	
1	8	9	10	11	12
1881-82 ..	..	..	2	73	Report for 1886-87 is not available. N.B.—The figures for the years 1881-82 to 1931-32 are inclusive of those for Sind, but they are exclusive of those for Indian States.
1885-86 ..	..	..	2	84	
1891-92 ..	..	..	4	132	
1896-97 ..	..	..	6	108	
1901-02 ..	..	..	6	176	
1906-07 ..	1	2	9	170	
1911-12 ..	6	67	13	386	
1916-17 ..	2	122	14	674	
1921-22 ..	..	..	17	888	
1926-27 ..	..	..	15	609	
1931-32 ..	1	4	17	713	
1936-37 (excluding Sind).	..	..	15	813	

TABLE No. 3.

Table showing the expenditure by sources on Primary Training Institutions for Men in the Bombay Presidency in every fifth year from 1881-82 to 1936-37.

Year.	Government Funds.		Local Board and Municipal Funds.	Other sources.	Total.	Remarks.
	On institutions under public management.	On aided institutions.				
1	2	3	4	5	6	7
	Rs.	Rs.	Rs.	Rs.	Rs.	
1881-82 ..	35,176	..	14,628	2	49,806	
1885-86 ..	35,492	1,000	14,472	6,548	57,512	Report for 1886-87 is not available.
1891-92 ..	61,079	2,000	29,933	6,152	99,164	<i>N.B.</i> —The figures for the years 1881-82 to 1931-32 are inclusive of those for Sind, but they are exclusive of the figures for Indian States.
1896-97 ..	62,916	2,500	29,641	7,779	1,02,836	
1901-02 ..	60,560	2,500	25,747	9,076	97,883	
1906-07 ..	75,502	2,500	46,227	7,030	1,31,259	
1911-12 ..	1,19,702	2,500	47,216	8,321	1,77,739	
1916-17 ..	1,80,294	3,500	51,114	7,456	2,42,364	
1921-22 ..	5,64,729	6,450	75,620	21,445	6,68,244	
1926-27 ..	2,40,439	5,790	12,243	12,464	2,70,936	
1931-32 ..	2,06,498	5,102	4,541	18,074	2,34,215	
1936-37 (excluding Sind).	1,99,422	6,750	6,817	18,229	2,30,218	

TABLE No. 4.

Table showing the expenditure by sources on Primary Training Institutions for Women in the Bombay Presidency in every fifth year from 1881-82 to 1936-37.

Year.	Government Funds.		Local Board and Municipal Funds.	Other sources.	Total.	Remarks.
	On institutions under public management.	On aided institutions.				
1	2	3	4	5	6	7
	Rs.	Rs.	Rs.	Rs.	Rs.	
1881-82 ..	15,238	..	3,354	600	19,192	
1885-86 ..	20,436	..	3,178	634	24,248	Report for 1886-87 is not available.
1891-92 ..	19,551	..	10,703	..	30,254	
1896-97 ..	21,575	..	11,818	1,763	35,156	N.B.—The figures for the years 1881-82 to 1931-32 are inclusive of those for Sind, but they are exclusive of those for Indian States.
1901-02 ..	20,446	..	8,688	2,563	31,697	
1906-07 ..	20,925	2,315	16,073	8,966	48,270	
1911-12 ..	42,754	900	10,979	12,383	67,016	
1916-17 ..	82,047	7,553	13,336	33,795	1,36,731	
1921-22 ..	1,40,290	29,311	25,904	49,706	2,45,211	
1926-27 ..	1,20,957	30,623	9,608	42,410	2,03,598	
1931-32 ..	1,04,408	31,774	15,189	52,499	2,03,870	
1936-37 (excluding Sind).	1,24,714	31,917	16,150	55,561	2,28,342	

## CHAPTER II.

**General Education of Primary Teachers.**

## PRESENT CONDITIONS.

The primary stage of education for boys to-day extends over eight years (including the infant class), and over seven for girls. At the end of this stage there is a public examination hitherto known as the Vernacular Final Examination, but to be known hereafter as the Primary School Leaving Certificate Examination.

Primary School Leaving Examinations.

Under the present rules, the passing of this examination is considered a sufficient qualification for employment as a primary teacher. Such teachers are technically known as "qualified". There is, however, a small number of men and women in employment who do not possess even this minimum qualification, who are known as "Unqualified". Their number is fast decreasing and such teachers are no longer being recruited. So this group need not be taken into consideration.

Qualified Teachers.

Unqualified Teachers.

There is a small but growing group of Matriculates who are being employed as primary teachers, and are considered as "Qualified". These Matriculate teachers have received a general education of 12 years (five years primary and seven years secondary).

Matriculates.

The last group is that of "Trained" teachers who are approximately 54 per cent. of the total. This percentage does not include teachers serving in private schools.

Trained Teachers.

Candidates for training are generally selected from "qualified" teachers who have already been in service for a number of years, though it is not unusual to select a few fresh candidates every year. "Teacher candidates" are selected up to the age of 30. On theoretic grounds, therefore, it could be assumed that a training college has some students who have probably put in 14 years of service, which means a very long break indeed between their general education and professional training.

Selection of candidates for training.

Teacher candidates.

“Student candidates” are selected between the ages of 16 to 22. Officiating or temporary teachers are also included in this group. Even in the case of these, the break between general education and professional training is at times as long as five to six years.

The duration of the training course is of three years for men, which is, however, not continuous but intermittent. After one year's training a successful candidate gets the “First Year Certificate” and has to go back to work and does not ordinarily return next year for the second year's training. The candidates selected for the 2nd year are almost an entirely different lot and include mostly such teachers as have put in service as first year trained teachers for some years. This is a smaller group than that for the first year. A similar procedure holds good in the case of the 3rd year, for which there is a much smaller group. In this connection Primary Education Rule 58 (1924) is worth noting. It runs thus: “of the teachers employed by the local authorities, not less than 50 per cent. or such other proportion as may from time to time be fixed by Government, shall be trained teachers, and not less than 15 per cent. or more than 30 per cent. of the total number of teachers employed by the local authority shall hold the 2nd or 3rd year Training College Certificate”.

It is interesting to note that the minimum of 50 per cent. provided under this rule has in actual practice become the maximum permissible percentage of trained teachers employed by the Local Authorities.

The training in the case of women teachers is also of three years, but unlike men they have only two certificates, the 1st Year Certificate given at the end of two years training, and the 2nd Year Certificate awarded at the end of the 3rd year. The procedure of selecting candidates for the two certificates is the same as for men, but the training of women teachers is much less intermittent. For the 1st Year Certificate they attend the Training Institution for a continuous period of two years, and because of the small number, it is possible for the brighter candidates to be selected for the 2nd Year Certificate. The reason why the 1st Year Certificate needs two years training in the case of women is that they have put in one year less at the primary stage. It is worth noting that there is no Third Year Certificate for women.

We give on the next two pages two tables—one showing the number and percentage of teachers with different qualifications as they stood in 1936-37, the latest year for which figures are available to us, and the other showing the proportion of trained to untrained teachers during the last ten years.

Percentage of trained  
and untrained teachers.

From these figures it is obvious that half the teachers charged with the responsible task of imparting primary education are those who have had inadequate general education and no training at all, and the remaining, though trained, have had unsatisfactory general education and a training of an intermittent character—a highly undesirable state of things.

It is indeed a tragedy that the responsible work of laying the foundation of national education in our country has to be entrusted to such poorly equipped teachers. Before making our recommendations for the improvement of the general education and training of primary teachers, we deem it necessary to indicate briefly the aims of primary education which should steadily be kept in view.

Aim of Primary Education.

It will be difficult to express the aim and purpose of primary education better than in the words of the Board of Education of England, which we take the liberty of quoting below :—

“ The purpose of the school is to form and strengthen the character and to develop the intelligence of the children entrusted to it, and to make the best use of the school years available, in assisting both girls and boys, according to their different needs, to fit themselves, practically as well as intellectually, for the work of life ”. (Handbook of Suggestions for Teachers, page 8.)

We also quote below what the Reorganization Committee (1932), popularly known as the Thomas Committee, has to say on the same point :—

“ As we regard it, the object of primary education is not simply to teach the pupil to read and write and do simple sums in arithmetic. This is not an end in itself but merely a means to an end. The object of primary education, as we conceive it, should be to make a good citizen, to teach the young how to play their part in the life of a great nation and in their humble ways to assist in the advancement of their country’s aspirations.”

TABLE No. 5.

Table showing the number and percentage of Primary Teachers both trained and untrained in Government, District Local Board and Municipal Schools together, for the year 1936-37.

(A) Men.

	Trained.				Untrained.			Grand total.
	III Year.	II Year.	I Year.	Total.	Qual- fied.	Unqua- lified.	Total.	
Bombay Division ..	402	914	1,841	3,157	2,181	283	2,464	5,621
Percentage to total ..	7.1	16.3	32.8	56.2	38.8	5.0	43.8	100.0
Central Division ..	475	1,451	3,058	4,084	4,412	144	4,556	9,540
Percentage to total ..	5.0	15.2	32.0	52.2	40.8	1.5	42.3	100.0
Northern Division ..	578	686	1,488	2,752	2,553	61	2,614	5,366
Percentage to total ..	10.8	12.8	27.7	51.3	47.6	1.1	48.7	100.0
Southern Division ..	722	994	1,143	2,859	1,780	57	1,837	4,696
Percentage to total ..	15.4	21.2	24.3	60.9	37.9	1.2	39.1	100.0
Total ..	2,177	4,045	7,530	13,752	10,926	545	11,471	25,223
Percentage to total ..	8.6	16.0	20.9	54.5	43.3	2.2	45.5	100.0

(B) Women.

	Trained.				Untrained.			Grand total.
	III Year.	II Year.	I Year.	Total.	Qual- fied.	Unqua- lified.	Total.	
Bombay Division ..	188	176	258	622	383	229	612	1,234
Percentage to total ..	15.2	14.3	20.9	50.4	31.0	18.6	49.6	100.0
Central Division ..	114	152	254	520	444	67	511	1,031
Percentage to total ..	11.1	14.7	24.6	50.4	43.1	6.5	49.6	100.0
Northern Division ..	252	155	262	669	380	24	404	1,073
Percentage to total ..	23.5	14.4	24.4	62.3	35.4	2.3	37.7	100.0
Southern Division ..	87	94	171	352	173	44	217	569
Percentage to total ..	15.3	16.5	30.1	61.9	30.4	7.7	38.1	100.0
Total ..	641	577	945	2,163	1,380	364	1,744	3,907
Percentage to total ..	16.4	14.8	24.2	55.4	35.3	9.3	44.6	100.0

TABLE No. 6.

Table showing the number of Trained and Untrained teachers (Men and Women) in Government, District Local Board and Municipal Primary Schools in the Bombay Province during the period 1927-28 to 1936-37.

Year.	Men Teachers.				
	Number.			Percentage.	
	Trained.	Untrained.	Total.	Trained.	Untrained.
	1	2	3	4	5
1927-28 ..	15,138	11,520	26,658	56·8	43·2
1928-29 ..	14,602	12,522	27,124	53·8	46·2
1929-30 ..	14,784	12,638	27,422	53·9	46·1
1930-31 ..	14,852	12,837	27,689	53·6	46·4
1931-32 ..	14,946	12,809	27,755	53·8	46·2
1932-33 ..	14,838	12,751	27,589	53·8	46·2
1933-34 ..	15,137	12,663	27,800	54·4	45·6
1934-35 ..	15,373	12,714	28,087	54·7	45·3
1935-36 ..	15,466	12,805	28,271	54·7	45·3
1936-37 (excluding Sind).	13,752	11,471	25,223	54·5	45·5

Year.	Women Teachers.				
	Number.			Percentage.	
	Trained.	Untrained.	Total.	Trained.	Untrained.
	1	7	8	9	10
1927-28 ..	1,948	1,347	3,295	59·1	40·9
1928-29 ..	2,015	1,338	3,353	60·1	39·9
1929-30 ..	1,964	1,366	3,330	59·0	41·0
1930-31 ..	2,064	1,488	3,552	58·1	41·9
1931-32 ..	2,064	1,594	3,658	56·4	43·6
1932-33 ..	2,069	1,672	3,741	55·3	44·7
1933-34 ..	2,161	1,726	3,887	55·6	44·4
1934-35 ..	2,237	1,808	4,045	55·3	44·7
1935-36 ..	2,315	1,945	4,260	54·3	45·7
1936-37 (excluding Sind).	2,163	1,744	3,907	55·4	44·6

N.B.—Figures for the years 1927-28 to 1935-36 are inclusive of those for Sind.



We consider certain qualities of body, mind and character essential in a teacher if he is to secure a substantial measure of success in realising the aims mentioned above. He will have to deal with children of all types, of all communities and of all grades of culture. There will be children of the so-called untouchable classes, there will be Hindus and Muslims. In addition to an innate love for children and a liking for his vocation, he will have to have a broad national outlook, and should be free from narrow communal and racial prejudices. Some of the qualities required are obviously the gifts of nature while others can be acquired by education and training. The personality, character and outlook of the teacher are bound to have a tremendous influence on the minds and lives of the little children he teaches. We must have the best type of men and women as teachers.

In addition to these natural qualities of head and heart we expect the primary teacher to possess sound general knowledge. In fact we cannot help but attach greater importance to knowledge than to training, as no amount of training can make up for 'poverty of knowledge.

For this reason, we consider it essential that a primary teacher should have a firm foundation of sound general education. The present primary school leaving standard is not calculated to give this.

Practically all those who have answered our questionnaire are unanimous in condemning the Primary School Final Qualification as being no qualification at all.

*We are therefore of opinion that the present Primary School Leaving Examination should no longer be regarded as a satisfactory qualification for the post of a primary teacher.*

The next question to be considered is whether the Primary School Leaving Certificate is a satisfactory qualification for admission to training institutions. Here also an overwhelmingly large number of answers to our Questionnaire agrees that this standard is too low even for admission to training institutions. We agree with them.

We must here note that of the persons who answered our questionnaire, a small number, though desirous of seeing the

standard raised, are reluctant to make a definite recommendation to that effect, fearing its adverse effect on the recruitment of candidates from rural areas. Some of them have, therefore, recommended that the present Primary School Leaving Examination should continue to be the qualifying examination for rural candidates, while the Matriculation should be the standard for candidates from urban areas.

We appreciate the anxiety evinced by these people, but feel that in their anxiety to guard rural interests they have failed to realise that their suggestions will have the undesirable effect of widening the gulf between rural and urban areas. We are confident that with adequate safeguards it would be possible to remove the grounds of their natural apprehensions, and hold that the same standard of attainment is desirable in both rural and urban candidates.

Further, it is not possible to divide rural and urban areas in our country into watertight compartments. It would, therefore, be educationally unsound to adopt different types of education for them. We must further take into account the factor of increasing migration from rural into urban areas. It is therefore desirable that education imparted in these areas should be essentially the same, with the necessary modifications as regards content and treatment.

√ It is also inadvisable that the education of girls should differ markedly from that of boys. We particularly object to the lower standard prescribed for girls. Whatever reasons may have led to this differentiation in the past, those reasons no longer hold good.

*We, therefore, recommend that (a) education in rural and urban areas should be essentially the same and (b) that no fundamental differentiation should be made between the education of boys and girls, who should offer the same public examination at the end of the course.*

In view of our opinion that the Primary School Leaving Certificate is an unsatisfactory qualification for admission to training institutions, it is necessary to consider that provision should be made to impart further general education to our prospective teachers. Some suggest a three years post-primary course while others recommend a shorter course. After giving our very serious and deep consideration to the views expressed and after full discussion, *we recommend that the Primary School*

*Leaving Certificate should not be regarded as an adequate qualification for admission to training institutions, and suggest that those who have passed that examination must receive a further three years' general education, and must pass a public examination at the end of the course before they are considered duly qualified either for employment or training.*

Recommendation No. 3.

The next problem is how to provide for the further course of three years' general education proposed by us for prospective teachers. The Vocational Training Committee have suggested the establishment of Vernacular High Schools.<sup>4</sup> We too feel that the time has come to provide Secondary Education without the compulsory study of a foreign language like English. We do not deprecate the study of English. In fact we believe that English will continue to have an important place in our system of education, but the present dominance of English in the field of Secondary education, which has always stood in the way of the development of a healthy system of national education, must disappear. We look forward to a time when not only colleges but Universities will spring into existence, where the study of English will have a subsidiary place along with other modern and classical languages and the fullest scope will be given to the development of the mother-tongue.

*As the first and immediate step in this direction, therefore, we recommend that schools be established in order to provide for a course of three years' general education of the standard of the Matriculation Examination without English, in continuation of seven years primary education. The first, second and third years in these schools should be styled standards VIII, IX and X respectively. These schools should be called Lokashalas. Lokashalas (a new type of secondary school). Ten years' general education (seven years in Primary Schools and three years in Lokashalas), shall be the minimum qualification for employment as a teacher as well as for admission for training.*

Recommendation No. 4.

It will be perceived that this recommendation slightly differs from that of the Vocational Training Committee. That Committee has suggested a Secondary course of four years, the first two years of which will be devoted to general education and the next two to professional training.

Vocational Training Committee's recommendation.

But our recommendation makes it obligatory for the prospective teacher to have three instead of two years' general education before his professional training begins. It is most desirable that the general education in the schools which we contemplate shall be of the same standard as that of the Matriculation Examination, and this, we believe, will not be completed in two years, though freed from the compulsory study of a foreign tongue.

It is necessary to discuss here the status of Matriculates in our new scheme. They are eligible to-day for admission to training institutions, and we suggest that they may still be regarded as such. Under our scheme, however, we have proposed the provision of instruction in crafts both in Lokashalas as well as in training institutions. The present high schools provide no such training and therefore Matriculates under the present system will not be equally qualified with Lokashala graduates for admission to training institutions.

*We, therefore, recommend that Matriculates under the present system, shall be eligible for admission to the proposed training institutions provided they appear at and pass a test in crafts.*

*Recommendation No. 5.*

If, however, the recommendations of the Vocational Training Committee are accepted and provision is made for craft teaching in high schools, Matriculates thus trained will be on a par with Lokashala graduates for admission to training institutions.

We have referred to the fear entertained by some people that the raising of the standard of admission to training institutions may adversely affect the prospects of candidates belonging to backward and rural communities. We do not think that there is any ground for such anxiety, as we are sanguine that such candidates will be coming forward in sufficiently large numbers to take instruction in Lokashalas. Their handicap is not inferior intellect but poverty and in order to encourage such candidates to take advantage of higher education and to facilitate their advancement, we recommend that these new schools be located preferably in rural areas and that all the instruction in Lokashalas conducted by Government shall be free.

*Recommendation No. 6.*  
*Location of Lokashalas.*

*We further recommend that maintenance allowance in the form of stipends of Rs. 5 per mensem each be given to poor and deserving students and that the number of such stipends may be as large as 50 per cent. of the total strength of these institutions.*

*Recommendation No. 7.*  
*Stipends.*

We expect Government to give the lead in the first instance and to establish some schools of this type, to be followed by private bodies who would later enter this field and start a few schools aided by Government. Local Bodies also may be induced to establish Lokashalas. They will be the chief employing agencies and it is most desirable that they should shape the education of their employees in their own institutions under their direct supervision.

*We, therefore, recommend that Local Bodies should be encouraged to develop some of their selected first grade primary schools into Lokashalas on the lines proposed by this Committee. The proportion of Government grant for these secondary departments should be the same as at present paid for primary schools, namely 66 per cent. to Local Boards and 50 per cent. to Municipalities. These schools may be maintained by the Local Authorities either severally or jointly.*

*Recommendation No. 8.*  
*Grants-in-aid to Lokashalas.*

Before concluding this chapter we may make a few observations regarding the status of the Lokashala Graduates. On a reference to the syllabuses of the proposed Lokashalas it will be noticed that we have provided a fairly high standard of general education in these schools and therefore we expect these Lokashala graduates, to be at least equal to Matriculates under the present system. Moreover, as they will be studying all subjects through the mother-tongue, their knowledge we hope, will definitely be fuller and sounder.

✓  
Status of Lokashala Graduates.

There will, therefore, be no reason why Lokashala graduates should not be considered qualified to hold such posts as are to-day available to Matriculates, where the knowledge of English is not essential. Such recognition by Government will give an impetus to this new scheme by attracting a large number of pupils to the schools, and it will also materially help in removing the present inferiority complex from which Vernacular Final Certificated men and women suffer.

*We, therefore, recommend that candidates passing the final examination of Lokashalas should be deemed eligible for employment not only as teachers but also in such other services as do not require a knowledge of English.*

*Recommendation No. 9.*

Although we regard Lokashala graduates as competent to be employed as teachers, it is not desirable that they should be allowed to serve in that capacity for an indefinite period. It is necessary that they should be trained as early as possible after their employment.

*Lokashala graduates as teachers.*

*We, therefore, recommend that necessary provision should be made in the rules, requiring Local Authorities to depute the Lokashala graduates in their service to training institutions, within a period of five years after their appointment.*

*Recommendation No. 10.*

In view of the fact that we propose to provide for compulsory training of Lokashala graduates in service as teachers, we consider it educationally unsound to confirm any teacher who is not trained.

*Confirmation of teachers.*

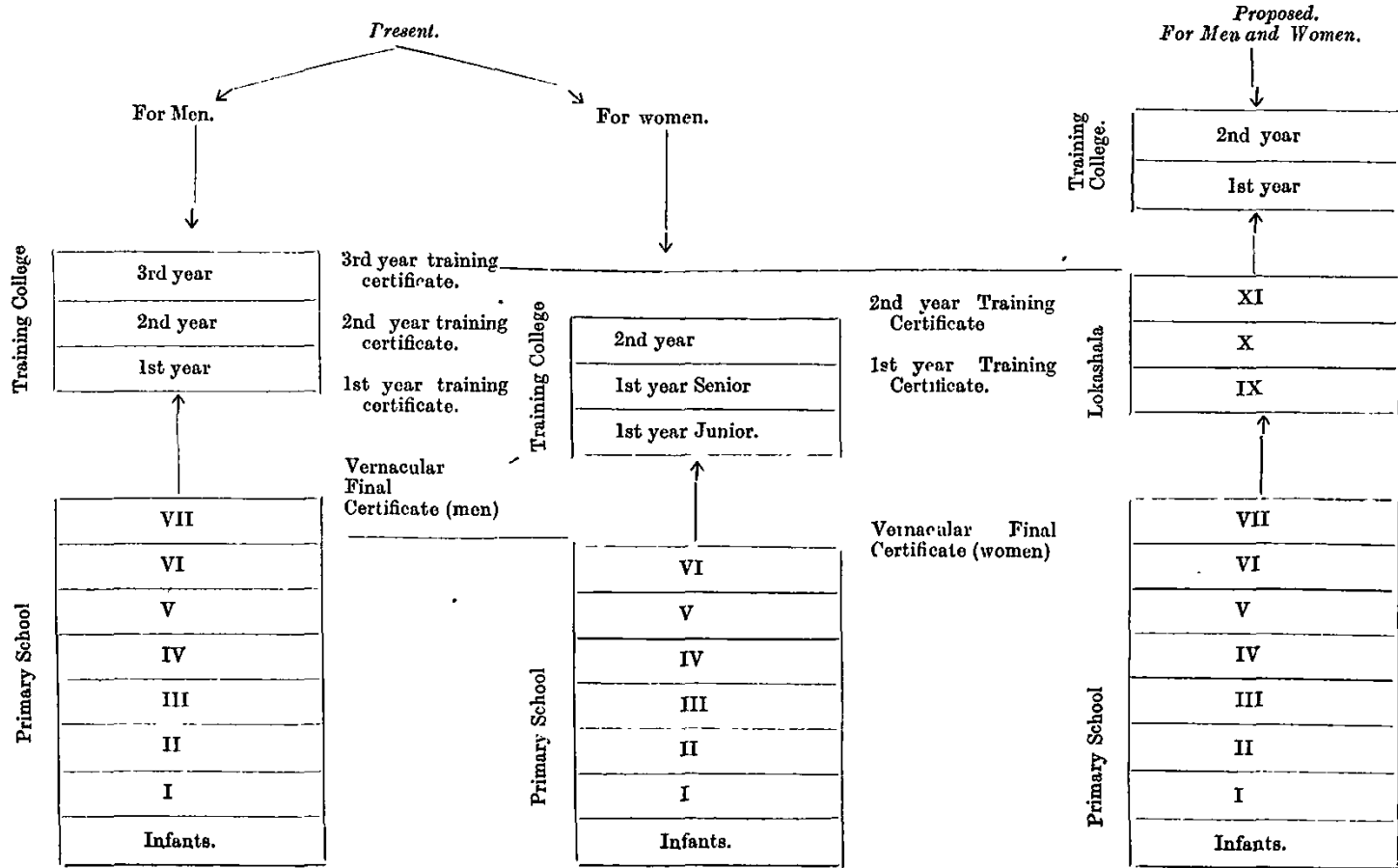
*We, therefore, recommend that in future no untrained teacher should be confirmed.*

*Recommendation No. 11.*

We agree with the Reorganization Committee of 1932 in their observation that the importance of primary education to this country is so great that Government and the Local Authorities should never rest content until one hundred per cent. teachers are trained. It will not be possible, however, to realise this ideal, till adequate provision of training institutions is made and the supply of trained teachers is kept a little higher than the demand. This will naturally require some time and in the meanwhile it will be necessary to appoint the present Vernacular Final Certificated candidates, and later on the Lokashala graduates, when they are available. But the above recommendation will serve as an automatic check and prevent untrained men from functioning as teachers for more than five years at the most. The knowledge that he will not be confirmed as teacher unless he is trained will also spur the teacher himself to secure admission to a training institution as early as possible, and this he will easily get hereafter, because the scheme does not leave any temptation, as at present, to restrict the output of trained hands in order to keep down the salary bill.

*Cent. per cent. Trained Teachers.*

SYSTEM OF TRAINING—PRESENT AND PROPOSED.



## CHAPTER III.

**Training of Primary Teachers.**

The first and the foremost defect which even most casual observer can perceive in our training system is its intermittent character. *Intermittent Training.* Few candidates are allowed, as already noted, to go the whole length of the training course without a break. This is very unsatisfactory. Due to these long breaks, they are always in danger of losing much of what they get in the training institutions.

Moreover, short periods of stay in the training institutions do not help the teachers to form lasting useful habits and a healthy attitude towards their life-work.

We are glad to note that practically all those who have replied to our questionnaire, agree with us in condemning this practice of intermittent training.

*We, therefore, recommend that intermittent training should be immediately discontinued and replaced by a system of continuous training for a period of two years.*

The effect of this recommendation will be that a graduate of the Lokashala will have to undergo a course of training continuously for two years. These persons trained according to our proposals will thus have had ten years' general education followed by two years' professional training.

The second defect of the present system is that in the training institutions, general and professional education are given simultaneously. *Simultaneous General and Professional Education.* The function of the training institution to-day is thus twofold, to continue and supplement the student's general education and to train him to become an efficient teacher.

This double function was forced on training institutions by necessity. We have already noticed that the majority of the pupils admitted into the training institutions were those who had passed the Vernacular Final Examination. The attainments of these pupils were found to be much below the level required for giving effective training. It was not then considered a practicable proposition to provide a further course of general education. There being, therefore, no other intermediary institution to carry on this work, training



institutions had to undertake the task of continuing and supplementing the pupil's general education and at the same time of instructing him in the technique of teaching.

It is desirable that there should be a sound foundation of general education before professional training begins. It is therefore necessary to relieve the training institution of the work of giving general education. This function will, in our scheme, be efficiently carried out by Lokashalas, thus leaving the training institutions to devote their undivided attention to their legitimate duties. We are confident that under this arrangement the training institution will be in a position to send out better equipped and better trained teachers.

*We, therefore, recommend that training institution should as far as possible be relieved of the obligation of imparting general education and that they should hereafter devote practically all their resources to professional training.*

*Recommendation No. 13.*

As an inevitable consequence of the intermittent character of training, the quality of the work done in training institutions is low. Owing to the very short periods of time at the disposal of training institutions, work has got to be rushed through at terrific speed. Very little time is available for quiet reading, intelligent thinking, and helpful discussion which, in our opinion, form an important part of training.

Financial considerations have perhaps weighed with the authorities in adopting this unsatisfactory method of training.

We have already recommended that the proposed new training institutions should follow a continuous course of two years. The material that will be sent to these training institutions by the Lokashalas will, we expect, be of a better type. With two continuous years at their disposal, the training institutions will be able to follow a better course of studies and impart more intensive training.

The training given at present is criticised on the ground that it is more suited to urban conditions and takes little notice of the many urgent wants of rural areas. Most of the training institutions are located in towns. No efforts seem to be made to make the teacher take an intelligent interest in rural conditions and problems. The students who, after their training, have to go to ill-equipped rural schools, give practice lessons under ideal conditions.

*Urban Character of Training.*

No one who is acquainted with the present training institutions will deny that there is considerable force in the above criticism. To remove these defects we have made certain recommendations in a later chapter dealing with rural schools. It is sufficient to mention here that it is essential that most of our training institutions should be given a rural character and as many of them as possible should be located in rural areas.

According to the present rules, 16 plus is the minimum age of admission to training institutions both in the case of boys and girls. The same rule should be followed hereafter. Under the present conditions, an intelligent boy passes the Primary School Leaving Examination at the age of 13 or 14, and has to wait for two or three years before attaining the age of admission for training. Under our scheme, after going through a seven years' course of primary education, a candidate will have three years' secondary education in the Lokashalas. If 6 plus is taken as the age of admission to the primary school, a boy of average intelligence will be about 16 plus by the time he gets through the Lokashala course.

*We, therefore, recommend that 16 plus should be the minimum age of admission for training.*  
*Recommendation No. 14.*

The present departmental rules provide a maximum age limit of admission for training. We, however, are not prepared to lay down any such limit. No one, desirous of receiving training, should, in our opinion, be ordinarily debarred, if there is room for him and if he satisfies other conditions.

We, therefore, make no specific recommendation regarding the maximum age limit, and would leave the question to the discretion of the head of the training college.

It would be a truism to say that a person to be admitted to the training institution should be mentally and physically fit to receive training. He should be free from any contagious disease and should have no serious bodily defects, as would handicap him in his duties.

*We, therefore, recommend that a certificate of physical fitness from a registered medical practitioner be insisted upon before a candidate is admitted to a training institution.*  
*Recommendation No. 15.*  
*Medical Certificate.*

There is sharp division of opinion among those who have replied to our questionnaire on the necessity of teaching experience in the candidate seeking admission to the training institution. Some very strongly urge that teaching experience is essential for understanding and appreciating the methods of teaching, problems of school management and child psychology.

A few are of opinion that such experience is unnecessary. A third group would strike the mean and say that teaching experience is desirable but not necessary.

After giving careful consideration to these views *we recommend that teaching experience need not be considered necessary in candidates seeking admission to training institutions.*

We must note here that in the arrangements proposed by us some candidates with teaching experience will seek admission to training institutions. We have recommended that graduates of Lokashalas may be appointed as teachers but that they should not be confirmed unless they are trained and must be deputed for training before the expiry of five years. Candidates belonging to this group will thus go to training colleges with teaching experience of from one to five years.

Every candidate applying for admission to the training college is not fit for professional training, and it is necessary to select only those who promise to develop into efficient teachers. Selection would also be necessary on the ground of economy. Our resources must not be wasted in training persons unfit for the profession.

In the case of non-Government institutions, this work of selection will naturally be done by the heads of these institutions. In the case of Government institutions, however, the following seem to be the possible methods and steps in selection :—

- (a) Preliminary selection by responsible educational officers.
- (b) Preliminary selection by boards of selection.
- (c) Entrance examinations.
- (d) Personal interviews.

At present the selection is made by the Educational Inspector on the recommendation of Local Authorities or other employing agencies. The Principals of training institutions have

practically no voice in the matter. A very large majority of the replies to our questionnaire recommend an entrance examination and personal interviews as the best means for making selection. The Vocational Training Committee has also recommended a special entrance test.

We have given our very best consideration to this question. We do not consider an entrance test necessary, as we do not believe in too many examinations and do not desire to add one more to the number. An entrance test is likely to drive candidates to cram. We have sufficient means without such a test to judge the intelligence and capacity of these candidates, as they will have passed two Public examinations, namely, the Primary School Leaving Examination and the Lokashala Leaving Examination.

We do not also propose to entrust this important function of selection of candidates to an individual officer. *We would recommend that for Government training institutions there should be a Board of Selection consisting of officials and non-officials for each district. This Board should interview candidates and make a preliminary selection on grounds of merit and other considerations such as communal quota, physical fitness, personality etc. We further recommend that heads of Government Training Colleges should have a dominant voice in the final selection of candidates.*

We now come to the somewhat disturbing problem of securing the requisite communal representation in the recruitment to the training institution. Different communities have long been agitating for adequate recruitment for training as well as for service as teachers. As a result of this agitation, Government have laid down what is known as the communal quota, specifying the following percentages of different communities for admission to the training colleges maintained by Government :—

			B.D., C.D. and S. D.	N. D.
Advanced classes	..	..	25	} 85
Intermediate classes	..	including	60	
Muhamedans				
Backward classes	..	..	15	15
			<hr/> 100	<hr/> 100

“ These percentages ” to quote the words of the Director of Public Instruction in his reply to our questionnaire “ have been laid down with a view to encouraging the recruitment of candidates from the agricultural communities who form the bulk of the rural population ”. We also recognise the necessity, for some time to come, of securing an adequate representation of different communities and areas among the candidates admitted to Government Training Colleges. There is perhaps some truth in the argument that communal disharmony will be appreciably removed by this.

But we cannot ignore the frequent criticism advanced that the device of the communal quota has somewhat lowered the efficiency of education. Without commenting on this statement, we would lay down, as a principle, that the efficiency of education should be our first consideration. Accordingly we are in favour of a minimum qualification to be laid down for admission both to the Lokashalas and the Training Institutions. Every candidate, to whatever community or area he belongs, must possess these minimum qualifications before he is admitted. If the minimum qualifications are satisfied, the communal quota need not give rise to misapprehensions. The Director of Public Instruction in this connection says in his reply that “ these percentages should continue both for urban and rural areas ”.

*We recommend that candidates admitted to Lokashalas shall have passed the Primary School Leaving Examination or an equivalent test and that the candidates admitted to training institutions shall be graduates of Lokashalas or shall possess an equivalent qualification. In making admission to their institutions, Government should further take into consideration the needs of urban and rural areas and the claims of Advanced, Intermediate and Backward communities.*

Persons trained according to our scheme will have received ten years' general and two years' professional education and will thus compare favourably with persons who have received collegiate education up to the Intermediate standard. They will not have studied English, but the use of the mother-tongue as the medium of instruction and examination will secure for them an advantage ordinarily denied to pupils of Anglo-Vernacular Schools. We would therefore desire that these new teachers should be conceded a status much higher than that allowed to the present primary trained teachers.

*Status of teachers trained under the new scheme.*

Adequately equipped and trained as they will be, these new teachers will be useful for primary and secondary schools, as well as for training institutions. It would be incorrect to call them primary teachers. *We recommend*

*Recommendation No. 19.* *that a teacher should be called a primary or a secondary teacher according to the type of the school in which he is serving.*

In the case of Government institutions we have recommended elsewhere that 50 per cent. of the pupils of Government Lokashalas and all the candidates in Government training institutions should be given stipends. The question is whether the stipendiaries should be bound over to render service for a specified period. All those, who have replied to our questionnaire, suggest that stipendiaries should be bound over but there is no agreement as regards the period. Some further suggest that non-stipendiaries should also be bound over, as Government would be incurring heavy expenditure over their education.

*We recommend that stipendiary students in Government institutions should be bound over for as*

*Recommendation No. 20.* *many years as they have received stipends and that in any case the period should not be less than three years.*

*We further recommend that in view of the high per capita expenditure, even non-stipendiary students in Government institutions should be bound over to render service as teachers for a period of three years.*

The output of the existing Government and private training institutions is limited. If we desire that

*Additional Training Institutions.* *a substantial number of our primary teachers should be trained, it would be necessary to increase the number of training institutions. In the initial stage Government will have to take the lead and establish new institutions. Most of these institutions, as we have recommended elsewhere, should be located in rural areas.*

In addition to these Government institutions, we look forward to private agencies starting some institutions for the training of teachers. It is essential that Government should encourage and foster the growth of private institutions and to that end provide liberal grants-in-aid. Government should also encourage Local Authorities to have training institutions of their own to minister to their own wants. The

Local Authorities in England are efficiently running training institutions and we see no reason why our Local Authorities should not be able to do the same.

We do visualise a time when, due to sufficient growth of private aided institutions, it may be possible for Government to withdraw from the field by surrendering the control and management of their own institutions to private agencies. It is only in such an eventuality that the demands on the Government purse will be appreciably reduced, enabling Government to direct their financial resources to schemes of expansion.

There is one more point which might be considered and which we believe may lessen the cost *per capita*. All the present Government institutions are residential. With regard to future development, *we are of opinion that training institutions need not be wholly residential and believe that efficiency will not suffer if some day students are admitted.* The exclusive residential character of the present institutions is one of the many reasons which goes to restrict the number of students admitted, as it is found difficult to provide adequate hostel accommodation. If this restriction is removed the institutions are likely to provide training to a larger number of students at a lesser cost.

Day Scholars in Training Institutions.  
*Recommendation*  
No. 21.

## CHAPTER IV.

## Re-training.

Our scheme of training will be incomplete and wanting in an important part if we do not indicate some means by which the trained teacher will be kept abreast of modern developments in the principles and practice of education.

When a teacher comes out of the training institution he has to put in about thirty-five years of service. We must consider the ways and means by which, during this long period, teachers may be provided with facilities to advance them in their professional knowledge.

There are two main aspects of the question. A man engaged in a profession can ill-afford to be ignorant of the progress which is being made in his profession. For the teacher it is specially important that he should be familiar with the latest developments in the science and art of teaching. He should also be conversant with the ever-growing additions to the contents and scope of the subjects which he has to teach.

The second and perhaps the more important objective in re-training is to help the teacher to keep his mind fresh and receptive. The life of an average individual, no doubt, becomes monotonous after settling in a profession, but there are few professions which more continuously tax the same powers and where the resulting monotony is more inimical to good work than the teaching profession. Thirty years or so in a class room, teaching a succession of boys and girls, individually different but hardly different in the mass, learning the same things, is a prospect calculated to damp even an enthusiastic spirit. It has been urged that the majority of trained teachers, within a few years after their return, get fossilised and their work degenerates and becomes dull, formal and mechanical. Mr. Wood remarks :—

“ Many a young teacher finds by bitter experience that an isolated school to which no one pays any friendly attention is a very different thing from the practising school in which he first displayed his teaching skill under the guidance of sympathetic tutors. He may find too that life in the village is dull and unenterprising compared with that which he lived with congenial fellow students in the normal school. After a few years the first flush of enthusiasm may wane. Even if he does not become slack and indifferent he may begin



to fall back on the first resort of the teacher on the down grade,—occupy the stage himself to the exclusion of active work by the children, or sink to the last resort—the constant use of the stick.”

If the teaching is to be good and really effective, it must not be mechanical but must proceed from minds fresh and active. And it is only by providing refresher courses that we can preserve the freshness and vigour of the teacher's mind.

The importance of re-training courses was recognised by the Government of Bombay in the early years of the present century. “The additional room provided in all colleges was used” not only for the training of the new masters required in new schools but also for masters whom it is now the policy to call up for a certain period of re-training. This is necessary if new modes of instruction are to be introduced into all the schools”. (Page 36, Quinquennial Report, 1902-3-1906-7.) These re-training classes were very popular but were discontinued in 1910-11 as it was thought that they had served their purpose.

*In view of the importance of re-training primary teachers, we recommend that organization of re-training courses should form an important and integral part of our training system.*

*Recommendation No. 22.*

The next question is whether attendance at such courses should be compulsory and if so at what intervals of service. While the education-

*Attendance at re-training courses.*

alists consulted by us agree that attendance should be compulsory, they suggest an interval varying from two to ten years. After carefully considering all aspects of the question, *we recommend that attendance at re-training courses*

*should be compulsory and should be at intervals of seven years of service. We further recommend that these courses should be of three months' duration and this period of attendance should be counted for purpose of promotion, pay, leave and pension as a period of active service.*

*Recommendation No. 23.*

What agencies should be in charge of this work? Some are of opinion that the existing training institutions, by virtue of their staff, equipment and buildings, will be better able to discharge this new responsibility. Others think that it would be desirable to have special organisations for this work.

*Organisation of re-training courses.*

*We have discussed the merits of both the proposals and*  
*Recommendation No. 24. recommend that, while the training institu-*  
*tions may, as at present, continue to hold*  
*short vacation courses at their convenience, provision should be*  
*made for three months' re-training courses carried on continuously*  
*throughout the year, to be organised by the Heads of training*  
*institutions with the help of the requisite additional staff, who*  
*should visit rural centres for holding these courses.*

It would be too much to expect the ordinary staff of the  
 training institution to do this work in  
 addition to their normal duties. We  
 Additional staff for re-training work. have proposed that re-training should be  
 carried on throughout the year and therefore we consider that  
 additional staff would be necessary.

We want the re-training staff to go to the village teacher  
 instead of bringing him to them, because we desire that they  
 should be able to give guidance and help in the very conditions  
 in which the teacher is working. The teacher has local  
 difficulties and problems and it will be helpful, if they are tackled  
 on the spot.

## CHAPTER V.

## Staffing of Rural Schools.

India is predominantly a land of villages. The real India is to be found in villages and especially in small villages. According to the Census Report of 1931, 89 per cent. of the total population live in villages, while only 11 per cent. live in towns and cities. If we take the figures for our Province we find that out of the 17,992,000 persons, 4,203,000 or 23·3 per cent. live in urban areas and the rest 13,789,000 or 76·7 per cent. live in rural areas.

Agriculture is the occupation of over two-thirds of the earning population, Artisans and persons engaged in industry come next. If these two are taken together they make about four-fifths of the earning population. Persons engaged in public administration, and professional and liberal arts form 3·4 per cent. of the population (Vocational Training Committee Report 1937, page 6).

The following table taken from the Report of the Vocational Training Committee gives the number of pupils at present in primary schools in towns and villages and also the number of pupils for whom provision of primary education is yet to be made:—

TABLE NO. 7.

	Number.	Population in 1931.	Population 1937 (rise estimated at 6 per cent. in 6 years.	Number of children of school age (6-11) at 13 per cent. of 1937 population.	Number of children attending primary schools.	Number of children not attending primary schools.
Towns .. ..	184	4,203,000	4,455,000	579,000	446,000	133,000
Villages with schools ..	8,599	9,452,000	10,019,000	1,302,000	694,000	608,000
Villages without schools ..	12,885	4,341,000	4,601,000	598,000	..	598,000

Thus 77·02 per cent. of the children of school-going age (6-11) in towns are already in school as against only 36·5 per cent. of children of school-going age in villages. 59·9 per cent. of the total number of villages are without schools.

Of the existing schools a large proportion is located in the rural areas, and under any scheme of expansion a still larger proportion of the new schools will be in rural areas. In any picture of the educational system of the country rural schools and their organization must occupy a very large portion of the canvas.

This fact will have to be constantly borne in mind by those who will be entrusted with the duty of training teachers. A system of training will be satisfactory and will yield in a large measure the desired results only to the extent to which it takes into account the needs of and the peculiar conditions prevailing in the area for which it has mainly to train the teachers. It will be helpful to note what these conditions are.

The aim of education, among other things is to make the best use of the school years available to assist both girls and boys, according to their different needs, to fit themselves practically as well as intellectually for the work of life. Now in rural areas we have persons whose main avocation is agriculture. Naturally the children of these agriculturists must be fitted, by the education which they get in the primary school, to follow the avocation of their parents more efficiently. Thus from the point of view of rural India, the aim of primary education is not only to teach these boys and girls the three R's but to give them such training as will enable them to be more competent and efficient agriculturists. This aim will not be reached unless rural education is made more realistic and practical. Unfortunately this has not received proper attention, and the children of agriculturists and artisans, who form the bulk of the population, are given a type of education which is least suited to their conditions. The direct result has been that our present education creates in their minds a distaste for rural life and its occupations.

We must clearly visualise the dismal conditions in villages under which the school teacher has to work. We cannot do better than quote Mr. Abbott :—

Condition in village schools.

“ The village teacher may be single-handed. He may have to work in quite unsuitable and overcrowded premises, he may be faced with the complete indifference of parents and neighbours and he may even be subjected to political or other pressure, which if he does not bow to, will threaten his security of tenure. The head teacher, if there is one, may be unsympathetic and the children whom he has to teach

may be apathetic, troublesome or irregular in their attendance because of disease or ill-nourishment or from other causes. Moreover, though the teacher may not relish inspection, he will probably not experience enough of it, nor may it be of a kind to act as stimulus to the efficient discharge of his duty day by day. Finally he may be ill-paid and lack the status in the community which his vocation merits."

The picture though faithful is not complete. Isolation is a peculiar hardship of the rural teacher. Difficulties of communication completely segregate him within the disheartening bounds of the village where even the most elementary amenities of life are absent. All these discouraging and depressing conditions bear their natural fruit, and within a short time of his employment the teacher with his initial enthusiasm completely damped gets into a rut and degenerates into a machine.

In villages there are two broad types of schools, namely, one-  
Types of village schools. teacher schools and schools with more than one teacher. Both these types have their peculiar drawbacks and disadvantages.

In our Province 55 per cent. schools are single-teacher schools.  
Problems of single-teacher schools. Most of them have four or more classes. The teacher in charge has almost an impossible task to perform. He has to instruct at one and the same time children belonging to different age groups and different standards. We shall not be far from the truth if we say that most of the teachers employed in such schools are untrained. No person can manage efficiently more than one class unless he is given some training in the methods of plural class teaching. Over and above this the poor teacher must spend a considerable time moving from house to house to keep up the attendance or he is liable to be transferred and otherwise punished, if the school has to be closed. Even for a trained teacher the difficulty of conducting a school under these conditions is very great indeed. The lot of the untrained and inexperienced man under similar conditions may be better imagined than described. The present stagnation and wastage are, in our opinion, largely due to these single-teacher schools and the manner in which they are at present staffed.

Plural-teacher schools have their own problems. There is  
Problems of Plural-teacher schools. a definite awakening in the bigger villages, with the result that the number of children attending these schools is

constantly growing. Owing to financial and other reasons it is difficult to provide the requisite additional staff. The teachers in most of these schools have therefore to manage many more children in a class than can be properly taught. Transfers, moreover, are frequent. Owing to these and other causes the quality of instruction in these schools has materially deteriorated leading again to wastage and stagnation.

It is necessary that our training institutions should send out such teachers as would be capable of facing these difficulties and of doing their work fairly efficiently in spite of them. Remedies suggested. Teachers to be recruited from rural communities. Training institutions must therefore get the right type of students who could be prepared for this work. This leads us to the question of initial recruitment. It is an accepted truth that education in rural areas should be entrusted to persons who are born and bred in a rural atmosphere. Government issued a Resolution in 1911 in which they specifically directed that "the teachers for the rural schools should be recruited from rural areas". A recent authority to lend its influential support to this principle is the Hartog Committee who have observed as under :—

"It is generally admitted that, as far as possible, village teachers should be recruited from amongst persons who possess and are likely to retain a sympathetic understanding of rural conditions."

If rural schools are to be properly and efficiently staffed, mere recruitment from rural areas will not serve our purpose; some training institutions should also be located in rural areas. They must work and grow under natural rural conditions. Location of training institutions in rural areas.

It should also be possible for most of our training institutions to arrange a few practice lessons in the ordinary Local Board Schools under natural conditions in order to give the prospective teacher a clear idea about the conditions under which he will have to work for the rest of his life. Practice lessons in Local Board Schools.

*We, therefore, recommend that teachers for rural schools should as far as possible be recruited from rural areas, preferably from agricultural classes, and that such teachers should, as far as possible, be trained in institutions located in rural areas.*

We agree with the suggestion often made that single-teacher schools should be eliminated but we apprehend that this proposal will result in depriving small villages of the schooling facilities which they at present enjoy.

Compulsory education in single-teacher school areas.

In order to obviate any such undesirable result, we recommend

*Recommendation No. 26. that the principle of compulsory attendance at school be forthwith introduced in villages with one-teacher schools. This will, we hope, increase the number of children attending these schools with the result that these schools need no longer be run as single-teacher schools.*

If this recommendation is accepted it will at least increase the number of pupils in the schools and will thus give sufficient work to the teacher. At present the minimum permissible attendance is 15 in the case of ordinary schools and 10 in the case of schools for scheduled classes, Muhamedans and girls. There are a large number of single-teacher schools where the attendance verges on this minimum. If compulsion is applied, the number will increase, the cost of education will be materially reduced and the state will get a better return for the money it spends.

*We further recommend that in order to improve the quality of instruction given in single-teacher schools they should always be staffed by trained and experienced teachers who have been specially instructed in the method of handling plural classes and pupils of different age groups.*

*Recommendation No. 27.*

## CHAPTER VI.

## Supply of Women Teachers.

The question of securing an adequate supply of trained women teachers is as important as it is difficult. All educationalists are agreed that not only girls' schools but lower classes in boys' schools as well, should be staffed by women. Women can deal with children with more knowledge, tact and patience and enter into more intimate and informal relations with them. In the early stages of a child's schooling, sympathetic and delicately skilful handling is required. Women are particularly fitted for such work.

But there is an additional reason why women teachers should be preferred for girls' schools. In the social conditions of our country to-day, a school staffed by women is likely to inspire greater confidence in the parents and make them more willing to send their daughters to such schools. If we desire that girls above the age of ten should go to school and continue their education up to, say, the age of 14, which is now the legal age of marriage, the staffing of girls' schools by women is essential.

The problem of securing women teachers has been before Government and others interested in the advancement of primary education for more than half a century. The Hunter Commission gave special consideration to this problem and made a number of suggestions to increase the supply of women teachers. Teachers were encouraged and given special facilities to send their wives for training. Vigorous attempts have been made, from time to time, to attract widows to this profession. These attempts have been only partially successful. At first orthodox public opinion stood in the way, but in recent years a large proportion of women is taking to this profession. The problem, however, still continues and, even now, one of the great needs of our educational system is that of more trained women teachers.

The replies to our questionnaire in this respect can be classified into four groups. The first group has no observations to make. The second group takes a gloomy view and contends that due to our social conditions it is not possible to secure a larger supply of women teachers.



The third group is optimistic and believes that there is no necessity of any special measures as a fairly large number of women are now willing to take up the teaching profession.

The fourth group, admitting the dearth of women teachers, Some suggestions for increasing the supply of women teachers. makes some useful suggestions for rapidly increasing the supply. The more important suggestions are :—

- (1) Higher rates of stipends and free training facilities.
- (2) Higher scales of salaries.
- (3) More agreeable conditions of life and service.
- (4) Making life less lonely for them by posting at least two women in a village.
- (5) Making suitable arrangements for their residence in the village.
- (6) Appointment of women supervisors.
- (7) Representation to women teachers on School Boards.
- (8) Encouraging teachers, wherever possible, to send their wives for training.
- (9) Other minor concessions regarding age limit, free education for their children, etc.

It would be interesting to note that some of these remedies were suggested by the Hunter Commission as long ago as 1882. This shows that either the suggestions were not seriously carried out or they were found impracticable. It is obvious that the problem of securing women teachers requires to be attacked at the root. So far, the remedies tried have only scratched the surface.

Our present difficulties are probably due to the fact that Women from rural areas for rural schools. we are attempting to induce women belonging to urban areas to go to villages. They are naturally unwilling to leave their homes and work in uncongenial surroundings. We are holding forth lures in the form of higher salaries, facilities for residence, etc., to overcome their reluctance. Our efforts in the future must be directed to prepare the women of the rural areas to take to the teaching profession. This can only be achieved by the spread of education among them. If we succeed in our attempt, we shall get women teachers willing to serve in villages, as

many of the handicaps from which "imported" women teachers suffer will not exist for them. These women will naturally have a more sympathetic understanding of the village children. This was probably what the Hunter Commission meant when they observed, "many of these difficulties would disappear if arrangements would be made for employing trained female teachers in their own villages". (Page 540.)

The education of women in rural areas is sadly neglected. Schools for girls are few and far between and the number of girls taking advantage of them is exceedingly small. Even this small number receives very meagre education, with the result that there is a positive dearth of qualified girls, who could be recruited as teachers. *Therefore we recommend that in order to secure an adequate supply of qualified women for admission to training institutions, efforts should be directed to increase the number of educated women, specially in rural areas, by the immediate introduction of seven years' compulsory education for girls in those areas.*

This will not only ensure the requisite supply of women teachers, but it will also give an impetus to the education of boys and of adults in the villages. It is aptly said that if you educate a boy, you educate an individual, but if you educate a girl, you educate a family. An educated girl will help to spread literacy, as she will be the first tutor of her children.

The compulsory education of village girls will also be an effective lever for village uplift. She can better appreciate the value of family hygiene and village sanitation. She will be able to manage her home more intelligently and will not allow herself to be dominated by superstitious beliefs and practices.

We attach great importance to this recommendation, since we believe that it will go a long way in changing the tone of village life.

When we discussed the question of training institutions in an earlier chapter we made no specific reference to the question of training institutions for women. We propose to deal with that question at this stage.

Mixed training institutions.

There are at present separate training institutions for men and women. The question is whether this practice should continue under our scheme. The replies to our questionnaire

are evenly divided. Some suggest that women may be allowed in men's training institutions. A responsible educational officer observes :—

“ If women teachers are to be encouraged to work in boys' schools it is desirable that they should be trained along with men in the same institutions so that they may cast off their shyness and get used to work with men.”

But there are others who disapprove of co-training.

We are of opinion that the prevailing social conditions and prejudices will be barriers in the way of co-training and therefore separate institutions for women will be necessary for some time to come. But a beginning could be made in the direction of co-training by allowing women to join men's training institutions. The increasing number of girls in the colleges affiliated to the University shows the possibility of the development of mixed training institutions in the near future. Such an institution should have a mixed staff, a separate hostel for women under the supervision of a qualified matron, and suitable provision for the teaching of special subjects like needle-work and home economics.

We believe that such institutions will be more economical than separate institutions and will supply women teachers, cured of their innate shyness and therefore less unwilling to take charge of village schools.

*We, therefore, recommend that while some separate training institutions for women may be maintained for a time for those who may need them, there need be no training institutions maintained exclusively for men. In the existing training institutions for men as well as in those which may be established hereafter, there should be a mixed staff of men and women, with separate hostel provision for women, wherever necessary.*

## CHAPTER VII.

**Syllabuses and Examinations.**

We are appending to this report our suggestions for syllabuses and time allotments in the different subjects to be studied in the proposed Lokashalas and Training Colleges. In this chapter we shall give our reasons for our suggestions and indicate the general lines on which the work should be carried out.

The essence of our scheme is to provide a basis of sound general knowledge on which the structure of professional training is to be raised. No amount of training can take the place of knowledge. It is not professional training but sound general knowledge and broad cultural interests which mainly go to form the right attitude towards life and work. We request that our proposals in connection with the education provided in the Lokashalas may be viewed in this light.

In our Lokashalas the Mother-tongue will come into its own.

Mother-tongue. These schools, we believe, will foreshadow the future system of national education. It is only a deep and intensive study of the Mother-tongue and its literature that will bring the teachers into close touch with the culture and heritage of his country. We are confident that graduates of the Lokashalas will reach in this subject a higher standard than that at the Matriculation. We are providing for it a further study of two years in the Training College, where we expect the prospective teachers to reach the standard of a University graduate. The reason why we have given a place to the Mother-tongue in the curriculum of an institution which we have proposed to make strictly professional, is the need of a good mastery of the language for both learning as well as teaching.

We have included Hindi in the curriculum of the Lokashala for pupils whose mother-tongue is either Marathi, Gujarati or Kannad and Urdu-knowing pupils will study one of these regional languages instead. Hindi is fast becoming the national language and we think it unnecessary to give any reasons for its inclusion.

Crafts. The problem of the teaching of crafts has been fully considered by another Committee and we do not intend to repeat their arguments. We have given an important place to crafts both in the Lokashalas as well as in the Training Institutions. We

consider agriculture to be the craft *par excellence* for pupils and prospective teachers in rural areas. Wood-work, carpentry, spinning, leather work, etc. will be subsidiary crafts under agriculture. In providing for ten periods for craft-teaching, we have kept in view the fact that, in addition to practical work on farms, the pupils will have to be grounded in the scientific aspects of agriculture including the study of animal husbandry, poultry, soils, crops, etc. Teachers trained under this scheme will be well-fitted to teach crafts in addition to other subjects in primary schools and there will be no need to employ special teachers for the purpose.

It is essential that craft-teaching in Lokashalas and Training Institutions should be considered as important as the teaching of any other subject, and therefore must be entrusted to properly trained graduates of professional colleges such as those for Agriculture and Engineering.

It is essential that the next generation should have an intimate knowledge of the duties and privileges of the citizens of a modern state, as we are steadily progressing towards the ideal of democracy. We have therefore provided for a simple course in civics in the last year of the Lokashala. This will be followed by a simple course in rural economics in the Training Institutions, to enable the rural teacher to understand the economic problems of the people among whom he is to work. He will be particularly well-fitted to play his part in the national programme of rural reconstruction.

We have provided for Physical Training both in the Lokashalas and the training institutions. In the latter, the student will receive Physical Training on his own account and will learn to conduct the Physical Training of the children entrusted to his care, as it will not be possible to employ a special Physical Training instructor in an ordinary primary school.

It would be uneconomic to establish new agencies for adult education. We must make use of the 34,000 primary teachers distributed over the Province with their school buildings and equipment, who are best fitted to undertake this work. It will mean only a little additional cost for allowances and incidental expenses. In view of the fact that Government have recently assumed control of Primary

Education, there is no reason why the work of both Primary and Adult Education should not be efficiently done with the present available agency. *We, therefore, recommend that methods of adult education should form part of the training of primary teachers and must therefore be included in the training course.*

*Recommendation No. 30.*

After very full discussion the Committee decided not to include English in the curricula either of the Lokashala or the Training Institution.

It was not possible to find adequate time for it, as provision had to be made for craft-work. It was considered undesirable to teach just a modicum of English which would serve no useful purpose. If on the other hand, sufficient time had been made available for the purpose, there was a definite danger of English dominating the curriculum as it has done in the case of Anglo-Vernacular Schools. There is, moreover no possibility of good books being written in the regional languages unless an effective demand for them is created by the establishment of purely Vernacular High Schools and Training Institutions.

We now turn to Examinations.

The examinations at the end of the 8th and 9th standards of the Lokashalas and that at the end of the 1st year of the Training Institutions should be internal.

At each stage, heads of Government institutions, with the previous sanction of the Department, should have the right to send away those unfit for further education.

The final examinations of the Lokashalas and the Training Institutions should be public examinations and should be conducted by *ad hoc* Boards of examiners appointed by the Director of Public Instruction.

For the different subjects taught in the Training Institutions the examinations will be as under :—

Subject.	Type of examination.
1. Theoretical subjects	.. Written tests.
2. Crafts	.. 1. Written test in theory. 2. Record of work done in two years. 3. Practical test,

Subject.	Type of examination.
3. Practice teaching	.. 1. Record of two years' work with the Principal's report. 2. Lessons before the examiners.

There should be a system of exemptions. If a candidate fails to pass in any particular head he should be permitted to appear only in that head. This should equally apply to failure in practice teaching. In this case the candidate should produce a certificate of having given a set of lessons under competent supervision.

## CHAPTER VIII.

**Transitional Arrangements.**

We have so far made no reference to the training of the teachers who are already in employment. No one will dispute the necessity of training as many of these teachers as is possible.

According to the latest figures (1936-37) supplied to us by the Department, the number of trained and untrained teachers is as follows:—

Trained and untrained  
teachers in service.

			Trained.	Untrained.
Men	..	..	13,750	11,470
Women	..	..	2,160	1,740
			<hr/>	<hr/>
			15,910	13,210

Of the untrained teachers 10,930 men and 1,380 women are qualified, i.e., they have passed the Primary School Leaving Examination, and the rest are unqualified.

Thus the total number of qualified but untrained men and women is 12,310. Some of these teachers are too advanced in age to profit appreciably by a regular course of training. Teachers above the age of 40 would ordinarily come under this class. We have excluded this group from our scheme of formal training of teachers in service. We propose to confine this training to teachers under 40.

No data are available to determine the exact proportion of these two groups, but it would be safe to assume that teachers below the age of 40 would approximately be two-thirds of the total number. Their number would therefore be about 8,000.

*We recommend that these 8,000 untrained teachers in service under 40 should be provided with regular training. We further recommend that the training of these teachers should be spread over and completed within the next ten years, at the rate of 800 teachers per year.*

Recommendation No. 31.



This group should be divided into two sub-groups, those who are below 22 and those who are between 22 and 40. We recommend that teachers below 22 should join the proposed Lokashalas and receive three years' general education followed by two years' continuous training according to our scheme, while teachers between 22 and 40 should be given two years' continuous training in the present training institutions according to the present course with suitable modifications.

Qualified teachers under 22.

Recommendation No. 32.

Qualified teachers between 22-40.

These teachers between 22 and 40 need not go to the Lokashalas. We are aware that the general education of this group is below the standard which we aim at, but the length of their service and their experience should compensate for the deficiency in knowledge.

While we realise that teachers above 40 cannot profit by formal training, it would be unfair to neglect them. We, therefore, propose that three months' short training courses should be organised for them.

Qualified teachers over 40.

Recommendation No. 33.

We now turn to the trained teachers in service. We have already described in Chapter II the nature of their training. A small number of them have received either two or three years' training and they hold the second or the third year's training certificates. The rest have received one year's training and hold the first year training certificate.

We recommend that the third year course should be discontinued forthwith and the accommodation thus released should be utilised for admission of more candidates to the first and second year classes.

We are of opinion that the present second year trained teachers need have no further formal training.

2nd year trained teachers.

Recommendation No. 35.

We recommend that first year trained teachers below the age of 40 should be given one year's training in the second year class of the present training institutions. These teachers, who number about 5,000, should be trained within a period of 10 years at the rate of 500 teachers every year.

1st year trained teachers under 40.

Recommendation No. 36.

We propose that third and second year trained teachers as well as first year trained teachers above the age of 40 should attend re-training courses.

We have already remarked that the present training institutions should be utilised for giving training to those in employment. We give below further details about that recommendation.

Arrangements for training teachers in service

The following table shows the number of training institutions with their accommodation :—

TABLE No. 8.

Name of Training Institution.	Number of students that can be accommodated.	Number of class rooms.
<i>For men—</i>		
<i>Thana—</i>		
Training School, Bordi .. .. .	40	3
<i>Poona—</i>		
Training College for Men .. .. .	280	7
Urdu Training School .. .. .	120	3
Rural Training School, Loni .. .. .	40	1
<i>West Khandesh—</i>		
Training College, Dhulia .. .. .	160	4
<i>Ahmedabad—</i>		
P. R. T. College for Men .. .. .	150	4
Urdu Training School .. .. .	40	1
<i>Dharwar—</i>		
Training School for Men .. .. .	140	4
	970	27
<i>For Women—</i>		
<i>Poona—</i>		
Training College for Women .. .. .	120	4
Urdu Training School .. .. .	90	3
<i>Ahmedabad—</i>		
Mahalaxmi Training College for Women .. .. .	120	3
<i>Dharwar—</i>		
Training College for Women .. .. .	100	3
	430	13
Total accommodation for 970 plus 430=1,400.		

Now the total number of teachers who are in employment and who require training every year is—

800 untrained requiring two years' training.

500 first year trained requiring one year's training.

Thus the accommodation of the training institutions will be inadequate for candidates belonging to this category and will have to be substantially increased.

In Appendix F we have given a rough plan, showing how the recommendation in this chapter regarding the training of teachers between 22-40 be given effect to. It is assumed in the plan that this work will be done only by Government with the aid of the existing institutions mentioned above. We, however, expect Local Authorities and private bodies to come forward to share this responsibility with Government with substantial grants-in-aid from Government. If this happens, it will be possible to work out the programme in ten years as recommended in this chapter.

## CHAPTER IX.

**Costs.**

In this chapter we propose to discuss the costs involved in implementing our schemes.

(a) *Lokashalas*.—The pupils, who are likely to join the Lokashalas, will be of two kinds. There will be those candidates who will proceed to the training institutions after their graduation from the Lokashala. There will also be some pupils, who may join these new schools only for their general education, without any idea of entering the teaching profession. For the purpose of calculating the costs, however, we are proceeding on the hypothesis that at least in the beginning all pupils attending the Lokashalas will be prospective teachers.

We have already noticed in the preceding chapter that the total number of trained and untrained teachers in the province is 29,120. We shall take a round figure and put it at 30,000.

Every year permanent vacancies are caused by death, dismissal, retirement, etc. The number of such annual vacancies is usually assumed to be 4 per cent. of the total strength. These annual vacancies will be about 1,200. So we shall require 1,200 trained teachers annually to fill up the permanent vacancies. If 1,200 recruits are to be admitted every year for a training of two years, we shall have to make arrangements for training 2,400 students per year. The training institutions will thus have to admit about 1,200 new entrants every year.

This supply will mainly be drawn from those who pass the X standard examination of the Lokashalas. Consequently these schools will have to send out a still larger number in order to enable the selecting authority of the training institutions to pick and choose. In order to keep up this supply, the number of pupils studying in the different stages of the Lokashalas will have to be as under :—

I year	..	3,000 students.
II year	..	2,500 ..
III year	..	2,000 ..

We expect that Lokashalas conducted by Local Bodies and other agencies will spring up and they will provide for a major portion of the above number required. We estimate that the number of students in private aided Lokashalas will be about 4,000 and Government will have to provide their own Lokashalas for teaching 3,500 students distributed over three years.

We have recommended that the education in Government Free education and stipends. Lokashalas should be entirely free as we desire to encourage pupils from agricultural communities, who are usually poor, to take advantage of these institutions. We have further recommended that 50 per cent. of the students should get a stipend of Rs. 5 per mensem. Stipends or scholarships should be given to poor and deserving students.

We have recommended this payment of stipends because the majority of the students will come from rural areas and belong to indigent families. If the system of stipends is given up, as recommended by the Reorganisation Committee of 1932 it will entirely close the doors to poor persons, specially those coming from rural areas, which will be undesirable.

Taking into consideration the *per capita* cost in Government Cost per pupil in Lokashalas. High Schools, we estimate that the cost per pupil per annum in the proposed Government Lokashalas will be Rs. 130, including a stipend of Rs. 5 per pupil. At this rate the cost for 3,500 pupils comes to Rs. 4,55,000. But we propose to give stipends to only 50 per cent. of the pupils while the above figure includes stipends for all. Deducting from our calculation the amount of stipends for 1,750 pupils which comes to Rs. 1,05,000 ( $1,750 \times 5 \times 12$ ), the total cost over Lokashalas comes to Rs. 3,50,000 (Rs. 4,55,000—Rs. 1,05,000). The average cost of educating a boy in secondary aided schools at present is Rs. 55. We might safely accept that figure for the average cost per pupil Grant-in-aid to private Lokashalas. in our new aided Lokashalas. Half the cost might be given by Government by way of a grant-in-aid. Allowing for craft education, we think that Government might give a grant of Rs. 35 per pupil. The total expenditure of grant under this head will be  $(4,000 \times 35) = \text{Rs. } 1,40,000$ .

Thus Government expenditure on account of Lokashalas  
Total expenditure on Lokashalas will be :—

	Rs.
Cost of Government Lokashalas for 3,500 pupils with a provision of stipends to 1,750 students .. .. .	3,50,000
Grant-in-aid for 4,000 pupils .. .. .	1,40,000
	4,90,000

Government have been running 19 High Schools in the Province at the annual cost of Rs. 6,13,122 (1936-37) for 5,935 pupils.

*We recommend that Government should convert some of these High Schools into Lokashalas. Government No. 38. High Schools, which have done their work of stimulating public interest in Secondary Education, have now no special purpose to fulfil. They may therefore cease to exist as such, the money thus released being utilised for pioneering in the new field.*

(b) *Training Institutions.*—We have seen that in order to enable training institutions to send out 1,200 trained teachers every year—we will have to make arrangements for training 2,400 students per annum.

Taking into consideration the present cost of training *per capita*, and the fact that a lower scale of salaries is being established, thus causing a progressive decrease in the cost per student, we think that Rs. 200 per pupil, including stipends at the present rates, will be a fair estimate of the ultimate cost which Government will have to incur. The total cost at this rate for 2,400 students to be trained every year will be Rs. 4,80,000.

These students should receive stipends as at present but *we suggest that the rate should be reduced by 1/5, both in the case of men and women.*  
*Recommendation No. 39.* The amount of cut will be Rs. 80,000 for 2,400 students. Deducting this from the amount of Rs. 4,80,000 calculated above, the net cost for this item will be Rs. 4,00,000.

Government will have to establish new Training Institutions to provide for the training of such a large number. We recommend that the unit for these institutions should ordinarily be 150.

(c) *Re-training Courses*.—We recommend that the unit for such re-training courses should be 50.

Costs of Re-training Courses.

	Rs.
The cost per unit will be :—	
Pay of two instructors at Rs. 120 per mensem (240 × 3 = 720).	720
Two-third of pay of the substitutes at the rate of Rs. 20 per mensem (40 × 50.)	2,000
	2,720
Miscellaneous .. ..	280
	3,000

Thus the cost *per capita* comes to Rs. 60 every year. If provision for re-training 800 students per year, i.e., about 2,400 students for three months, is made, the total cost will be Rs. 48,000.

Teachers attending these re-training courses shall draw their full pay. The courses as we have already recommended, shall be held in different districts by rotation. They will utilise the premises and equipment available in local institutions and hence no additional costs will be incurred on this score.

(d) *Training of Teachers in service*.—We have already pointed out that of the teachers in service 2,100 (800 × 2 + 500) will have to be under training every year for a period of ten years. The *per capita* cost on this account will be the same as for the new entrants, i.e., Rs. 200. At this rate the total annual cost of training 2,100 teachers will be Rs. 4,20,000.

Costs of training teachers in service.

(c) *Pay and Provident Fund.*—When we proceed to consider the question of costs on account of pay and provident fund for teachers, two points arise for our consideration, viz. *Costs on account of pay and provident fund.*

(1) the question of those in service to-day, (2) new entrants.

(1) Whether the teachers in service to-day shall be entitled to any increase in pay after the training that they will receive under our scheme is the first question.

Our answer to this is in the negative. These teachers will be receiving further training at the cost of Government. Most of these teachers, even under the old order, would not have entered the training institutions at all and would not have been entitled to any increase in pay. When it is proposed to raise the initial qualification regarding eligibility for appointment as teachers, these persons whose attainments are below the proposed standard deserve no special consideration.

*We, therefore, recommend that after April 1940 no one should be entitled to an increased scale of pay merely by virtue of his having a higher certificate of training.*

*Recommendation No. 40.*

(ii) The second question is what should be the scale of salary for the new entrants.

The question of primary teachers' salaries has been a subject of frequent discussion for a long time. While teachers have been demanding the scales of salaries proposed under the Sathe-Paranjpye scheme, Government have been steadily lowering scales on financial grounds. We are in full sympathy with the legitimate aspirations of primary teachers and fully realise that they should be freed from financial anxieties to enable them to devote their undivided attention to the responsible task of national education. At the same time we cannot propose scales which would unduly strain the national purse and come in the way of further expansion of education. We hope that the scale we are proposing will go a long way towards meeting the needs and desires of teachers without overburdening the tax-payer.

The present system provides different scales of pay for teachers with different qualifications. But under the system proposed by us all teachers will have the same general education and training and will therefore have a uniform scale of pay. The only distinction that will remain, will be that between trained and untrained teachers.



We are aware of the limitations of a time scale. It provides no spur for good teachers. We have therefore provided a time scale up to a limit, beyond which only deserving teachers will be allowed to go.

*We, therefore, recommend the following scale of pay for trained teachers.* Rs. 25— $\frac{1}{2}$ —30—2½—40.  
*Recommendation No. 41.* Rs. 40—1—50 shall constitute the selection  
*Scale of pay for trained teachers.* grade for 50 per cent. of the establishment.

*We further recommend a salary of Rs. 20 without any scale for Lokashala graduates.*  
*Recommendation No. 42.*  
*Salary of a Lokashala Graduate.*

We are recommending no scale for these untrained men as we have already proposed that the authorities employing them must depute them for training within five years, and also because we have recommended that no untrained teacher shall be confirmed in future.

*We recommend that a Provident Fund should be established for all primary teachers.*  
*Provident fund. Recommendation No. 43.*

*We are of opinion that the new scale should apply not only to new entrants but efforts should be made to bring under it as many of the teachers in service. trained as well as untrained, as possible.*  
*Recommendation No. 44.*

If this is not done, we are afraid the present confusion of different scales for different qualifications and the consequent discontent and administrative chaos will continue.  
*New scales to be applied to teachers in service.*

*We, therefore, make the following recommendations for teachers in service with different qualifications :—*  
*Recommendation No. 45.*

(a) *We have no proposal to make regarding those with third year certificates.*

(b) *As the scale proposed by us is more or less the same as the present scale for the second year certificate, it will be easy to bring all second year trained teachers under the new scale.*

(c) *First year trained teachers will, according to our proposals, get one more year's training and will thus automatically be eligible to the new scale.*

(d) *Qualified teachers below 22 will be trained under the new scheme and will therefore naturally come under the new scale.*

(e) *Qualified men between 22 and 40 will receive two years continuous training and should after that be fitted in the new scale.*

Thus within a period of ten years there will be one uniform scale for all trained teachers.

The total cost to Government and Local Authorities for teachers salaries will be :—

		Rs.
15,000 × 37½ × 12	.. ..	67,50,000
15,000 × 32½ × 12	.. ..	58,50,000
		<hr/>
		1,26,00,000
Provident Fund 1/16	.. ..	7,87,000
		<hr/>
		1,33,87,000

Not more than 80 per cent. of this sum, or Rs. 1,07,09,600, will be the cost to Government.

Thus when the whole scheme is in operation, that is after fifteen years from its introduction, the total recurring cost of the scheme will be as under :—

		Rs.
A	Cost of running Lokashalas for 3,500 pupils and Grant-in-aid to Lokashalas for about 4,000 pupils.	4,90,000
B	Cost of running training institutions for 2,400 students (1,200 students for two years).	4,80,000
C	Re-training courses for about 2,400 teachers per year at Rs. 20 per pupil.	48,000
D	Pay and Provident fund to teachers	1,07,09,600
		<hr/>
	Total ..	1,17,27,600

The amount under D is worked out on the supposition that all teachers in service are fully trained, but this may not happen for years, unless non-Government institutions undertake the work of training teachers in large quantities and thus keep up the supply more than the demand. Under ordinary

circumstances we expect about 10 per cent. of the total number of teachers to be untrained, awaiting their turn for admission to training institutions. They will reduce the salary bill by Rs. 4,32,000 [ $3,000 (32-20) \times 12$ ]. Again, if our proposal is accepted and some of the Government High Schools are converted into Lokashalas, a good part of the expenditure under A (Rs. 3,50,000) will be only money already provided, utilised for an educational effort of a different type. It may be thus seen that the expenditure at present incurred on the above items (Rs. 96,50,000) will go up by about 18 per cent. (Rs. 1,12,95,600) when the scheme is in full swing. But the increase in expenditure to the extent of about 17 lakhs will bring in its wake—

1. Better general education of primary teachers.
2. Superior provision for training.
3. 90 per cent. fully trained teachers in service.

instead of—

1. Teachers with practically no general knowledge.
2. Intermittent training of an inferior type.
3. 85 per cent. of teachers untrained or half trained in service.

We are confident that Government will appreciate the value of the Committee's proposals as solid foundations for the reconstruction of the time-worn educational system prevalent in the Province and that they will not hesitate to make adequate provision for implementing them.

We have not included in the above estimate the cost of training the teachers in service according to our recommendations Nos. 31-37. This is going to be a provision for a short term of 10 to 15 years and the work will be done mostly by the existing training institutions and will have disappeared when the expenditure on account of the new training institutions has reached the upper limit. It is not possible for the Committee to visualise how financial provisions will vary from year to year between 1939 and 1953, but the figures supplied in this chapter indicate that the expenditure will in the next 15 years steadily rise from about Rs. 96,50,000 to about Rs. 1,12,95,600, at which figure it will remain if we assume that things remain more or less as they are now. But if Government undertake large schemes for the spread of literacy or seven years' compulsory education for all, the demand for teachers will enormously increase and the calculations in this chapter will have to be radically revised. We leave that problem to be tackled when and if it arises,

## CHAPTER X.

**Recommendations.**

We give below our recommendations regarding different aspects of our proposed scheme.

*The Primary School Leaving Certificate.*—The present  
Recommendation No. 1. Page 21. Primary School Leaving Examination should no longer be regarded as a satisfactory qualification for the post of a primary teacher.

The Primary School Leaving Certificate should not be  
Recommendation No. 3. Page 23. regarded as an adequate qualification for admission to training institutions.

Those who have passed the Primary School Leaving Examination must receive a further three years' general education, and must pass a public examination at the end of the course before they are considered duly qualified either for employment or training.

*Lokashalas.*—Schools should be established in order  
Recommendation No. 4. Page 23. to provide a course of three years' general education (of the standard of the Matriculation Examination without English) in continuation of seven years' primary education.

These schools should be called Lokashalas.

The first, second and third years in these schools should be styled standards VIII, IX and X respectively.

These new schools should be located preferably in rural  
Recommendation No. 6. Page 24. areas.

All instruction in the Lokashalas conducted by Government shall be free.

Maintenance allowance in the form of stipends of Rs. 5  
Recommendation No. 7. Page 25. per month each should be given to poor and deserving students and the number of such stipends may be as large as 50 per cent. of the total strength of these institutions.

Candidates admitted to Lokashalas shall have passed the  
Recommendation No. 18. Page 33. Primary School Leaving Examination or an equivalent test. In making admissions to their institutions, Government should further take into consideration the needs of urban and rural areas, and the claims of Advanced, Intermediate and Backward communities.

Government should convert some of their High Schools into Lokashalas. Government High Schools, which have done their work of stimulating public interest in Secondary Education, have now no special purpose to fulfil. They may therefore cease to function as such and the money thus released be utilised for pioneering in the new field.

Local Bodies should be encouraged to develop some of their selected first grade primary schools into Lokashalas on the lines proposed by this Committee.

These schools may be maintained by the Local Authorities either severally or jointly.

The proportion of Government grants for these secondary departments should be the same as at present paid for primary schools, namely 66 per cent. to Local Boards and 50 per cent. to Municipalities.

Education in rural and urban areas should be essentially the same.

No fundamental differentiation should be made between the education of boys and girls, who should offer the same public examination at the end of the course.

Candidates passing the final examination of Lokashalas should be deemed eligible for employment not only as teachers but also in such other services as do not require a knowledge of English.

*Training Institutions.*—In future no untrained teacher should be confirmed.

Necessary provision should be made in the rules requiring Local Authorities to depute the Lokashala Graduates in their service to training institutions, within a period of five years after their appointment.

Training institutions need not be wholly residential and we believe that efficiency will not suffer if day students are admitted.

The third year course should be discontinued forthwith and the accommodation thus released should be utilised for the admission of more candidates to the first and second year classes.

Intermittent training should be immediately discontinued and replaced by a system of continuous training for a period of two years.

Recommendation No. 12. Page 28.

Training institutions should as far as possible be relieved of the obligation of imparting general education and they should hereafter devote practically all their resources to professional training.

Recommendation No. 13. Page 29.

For Government training institutions there should be a Board of Selection consisting of officials and non-officials for each district. This Board should interview candidates and make a preliminary selection on grounds of merit and other considerations such as communal quota, physical fitness, personality, etc. We further recommend that heads of Government Training Colleges should have a dominant voice in the final selection of candidates to their institutions.

Recommendation No. 17. Page 32.

Candidates admitted to Lokashalas shall have passed the Primary School Leaving Examination or an equivalent test and candidates admitted to Training Institutions shall be graduates of the Lokashalas or shall possess an equivalent qualification. In making admissions to their institutions, Government should further take into consideration the needs of urban and rural areas and the claims of Advanced, Intermediate and Backward communities.

Recommendation No. 18. Page 33.

Sixteen plus should be the minimum age of admission for training.

Recommendation No. 14. Page 30.

Ten years' general education (seven years in primary schools and three years in Lokashalas), shall be the minimum qualification for employment as a teacher as well as for admission for training.

Recommendation No. 4. Page 23.

Matriculates under the present system shall be eligible for admission to the proposed training institutions provided they appear at and pass a test in crafts.

Recommendation No. 5. Page 24.

Teaching experience need not be considered necessary in candidates seeking admission to training institutions.

Recommendation No. 16. Page 31.

A certificate of physical fitness from a registered medical practitioner be insisted upon before a candidate is admitted to a training institution.

Recommendation No. 15. Page 30.

Students in Training Institutions should receive stipends  
*Recommendation* as at present but the rate should be  
 No. 39. Page 58. reduced by one-fifth in the case of both  
 men and women.

Stipendiary students in Government Institutions should  
*Recommendation* be bound over for as many years as they  
 No. 20. Page 34. have received stipends and in any case  
 the period should not be less than three years.

In view of the high *per capita* expenditure, even  
*Recommendation* non-stipendiary students in Government  
 No. 20. Page 34. institutions should be bound over to  
 render service as teachers for a period of three years.

*Problems of Rural Schools.*—Teachers from rural schools  
*Recommendation* should as far as possible be recruited  
 No. 25. Page 42. from rural areas, preferably from agricul-  
 tural classes, and such teachers should be, as far as possible,  
 trained in institutions located in rural areas.

Methods of adult education should form part of the training  
*Recommendation* of primary teachers and must therefore  
 No. 30. Page 50. be included in the training course.

The principle of compulsory attendance at school be  
*Recommendation* forthwith introduced in villages with  
 No. 26. Page 43. one-teacher schools. This will, we hope,  
 increase the number of children attending these schools with  
 the result that these schools need no longer be single-teacher  
 schools.

In order to improve the quality of instruction given in  
*Recommendation* single-teacher schools that they should  
 No. 27. Page 43. always be staffed by trained and  
 experienced teachers who have been specially instructed in  
 the method of handling plural classes and pupils of different  
 age groups.

*Women Teachers.*—In order to secure an adequate supply of  
*Recommendation* qualified women for admission to training  
 No. 28. Page 46. institutions, efforts should be directed to  
 increase the number of educated women, especially in rural  
 areas, by the immediate introduction of seven years' compulsory  
 education for girls in those areas.

While some separate training institutions for women may be maintained for a time for those who need them, there need be no training institutions maintained exclusively for men. In the existing training institutions for men, as well as in those which may be established hereafter, there should be a mixed staff of men and women, with separate hostel provision for women wherever necessary.

*Re-training Courses.*—In view of the importance of re-training primary teachers we recommend that the organisation of re-training courses should form an important and integral part of our training system.

Attendance at re-training courses should be compulsory and should be at interval of seven years of service.

These courses should be of three months' duration and this period of attendance should be counted for purposes of promotion, pay, leave and pension as a period of active service.

While training institutions may, as at present, continue to hold short vacation courses at their convenience, provision should be made for three months' re-training courses carried on continuously throughout the year, to be organised by the heads of training institutions with the help of the requisite additional staff, who should visit rural centres for holding these courses.

The 8,000 untrained teachers in service under 40 should be provided with regular training. The training of these teachers should be spread over and completed within the next ten years, at the rate of 800 teachers per year.

Teachers below 22 should join the proposed Lokashalas and receive 3 years' general education followed by two years' continuous training according to our scheme, while teachers between 22 and 40 should be given two years' continuous training in the present training institutions according to the present course with suitable modifications.



Three months' short training courses should be organised for qualified teachers in service above the age of 40.

Recommendation No. 33. Page 53.

The first year trained teachers in service below the age of 40 should be given one year's training in the 2nd year class of the present training institutions. These teachers who number about 5,000 should be trained within a period of 10 years at the rate of 500 teachers every year.

Recommendation No. 36. Page 53.

The present second year trained teachers need have no further formal training.

Recommendation No. 35. Page 53.

Third and second year trained teachers as well as first year trained teachers above the age of 40 should attend re-training courses.

Recommendation No. 37. Page 54.

*Status, Pay and Provident Fund.*—A teacher should be called a primary or secondary teacher according to the type of the school in which he is serving.

Recommendation No. 19. Page 34.

After April 1940 no one should be entitled to an increased scale of pay merely by virtue of his having a higher certificate of training.

Recommendation No. 40. Page 60.

We propose the following scale for trained teachers.

Rs. 25— $\frac{1}{2}$ —30—2/2—40.

Rs. 40—1—50 shall be the selection grade for 50 per cent. of the establishment.

Recommendation No. 41. Page 61.

A salary of Rs. 20 without any scale should be instituted for Lokashala graduates.

Recommendation No. 42. Page 61.

The proposed new scale should apply not only to new entrants but efforts should be made to bring under it as many of the teachers in service as possible.

Recommendation No. 44. Page 61.

(a) We have no proposal to make regarding those with 3rd year certificates.

Recommendation No. 45. Page 61.

(b) As the scale proposed by us is more or less the same as the present scale for the 2nd year certificate it will be easy to bring all 2nd year trained teachers under the new scale.

(c) First year trained teachers will, according to our proposals, get one more year's training and will thus automatically be eligible to the new scale.

(d) Qualified teachers below 22 will be trained under the new scheme and will therefore naturally come under the new scale.

(e) Qualified men between 22 and 40 will receive two-years' continuous training and should, after that, be fitted in the new scale.

Recommendation  
No. 43. Page 61.

A Provident Fund be established for  
all primary teachers.

## CHAPTER XI.

**Programme for Immediate Consideration.**

In submitting our recommendations to Government we always kept before us the importance of making only such recommendations as would be practicable in the immediate future and be consistent with the ideal we have kept in view. We are sanguine that Government will take the same view of our recommendations and do their best to implement them undeterred by financial or other difficulties.

To further facilitate this we have given below such recommendations as will present no difficulty, financial or administrative, and can be given effect to from June 1939 :—

1. The Third Year Training Certificate should be discontinued.

2. It should be declared that a teacher obtaining a higher certificate shall not be regarded as entitled to higher salary merely by virtue of that certificate.

3. A plan should be made and put into operation to admit per year for second year training, as many men and women, who have earned the first year certificate, as possible.

4. A plan should be made and put into operation to admit per year for continuous training—two years for men and three years for women, as many men and women who have passed the Vernacular Final Examination as possible.

5. One more standard should be added to girls' primary schools, and the syllabus of girls' school should be so revised as to bring the girls' standard on a par with the boys standard.

6. It should be declared that in 1940 (1941) there will be a common Vernacular Final examination for both girls and boys.

7. Training Institutions should be permitted to admit non-resident students.

8. Men's Training Institutions should be permitted to admit women students and should have a mixed staff.

9. At least ten Lokshalas should be started (for 3,500 pupils) 2 in Gujarat, 2 in Karnatak, 4 in Maharashtra and 2 for Urdu pupils. The first eight should be co-educational schools with mixed staffs.

10. In villages with one-teacher schools and population of 700 *or less*, four years' compulsory education should be introduced, so that the schools may be economically and educationally more efficient and cease to be one-teacher schools.

11. Compulsory education for girls should be introduced in villages where girls' schools already exist.

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We the members of the Committee approve of and sign the Report hereunder.

(Signed) S. S. MORE.  
 ( „ ) R. R. BHOLE.  
 ( „ ) R. REUBEN.  
 ( „ ) N. K. BHAT.  
 ( „ ) D. N. PATEL.  
 ( „ ) P. G. HALKATTI.  
 ( „ ) AZIZ H. LALJEE.  
 ( „ ) KRISHNABAI PANJIKAR.  
 ( „ ) M. R. PARANJPE.  
 ( „ ) K. S. DIKSHIT.  
 ( „ ) S. C. NANDIMATH.  
 ( „ ) K. S. VAKIL.\*  
 ( „ ) S. R. TAWDE.  
 ( „ ) V. D. GHATE.

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\*Subject to the accompanying note of Dissent.

K. S. VAKIL.

## NOTE OF DISSENT.

I am extremely sorry that I am unable to go with the Committee in all that they have proposed in the body of the Report.

1. In the first place, while I agree that it is necessary to prescribe a higher minimum qualification of general education for admission to primary education service and to a course of primary training than the Primary School Leaving Certificate, I cannot agree to the Committee's proposal to create a secondary institution of a novel character to provide such higher qualification. It should, in my opinion, be enough to indicate what such qualification should be. In this connection, I beg leave to refer to the recommendation on this subject of the Imperial Education Conference of 1923 and of 1927 on which I had the honour of serving as the Official Delegate of the Government of Bombay: that the minimum preliminary education qualification for admission to an elementary training institution should generally be not lower than completion of the secondary school course. The same recommendation was made also by the New Education Fellowship World Conference of 1929 when it considered this subject. This qualification is now required of all candidates for admission to an elementary training college in England. We might also accept the same qualification and require the present Matriculation Examination Certificate or such other equivalent secondary school leaving certificate as may come into existence as a result of the Vocational Training Committee's recommendation on the subject of the secondary school leaving examination. I recommend that this may be done in the case of men teachers to start with and that all the wastage in primary school service that may be caused by retirement, resignation, death, transfer to other departments, etc., may be replaced in future by Matriculates or secondary school leaving certificated men, wastage in the ranks of women teachers continuing to be replaced by vernacular final certificated candidates as heretofore.

2. According to the figures of 1936-37, there are at present 34,276 primary teachers in this Province and 17,013 of them are still untrained. Of these untrained teachers about 2,000 (exact figures are not available) are altogether unqualified, i.e., they do not possess even the Vernacular Final Examination Certificate. It is very desirable, in the interest of education in the schools in which they are employed, to replace

them within as short a time as possible by vernacular final certificated teachers. I recommend, therefore, that all the unqualified teachers in service be replaced by vernacular final certificated teachers within the next three years.

3. I agree with the Committee in their recommendation that a plan may be adopted for training all the vernacular final certificated teachers in service. To achieve this purpose, I beg to recommend the following plan in preference to the complicated plan proposed by the Committee. I suggest that the existing 15,000 vernacular final certificated teachers in service and the 2,000 vernacular final certificated teachers who would replace the unqualified teachers in service as recommended in paragraph 2 above, i.e., in all 17,000 untrained teachers may be put through one year's training in the course of the next ten years :—

(i) 12,000 in existing training institutions, at the rate of 1,200 every year at a cost of Rs. 216,000 per annum for subsistence allowances to teachers called up for training at Rs. 15 per mensem in lieu of their regular pay as teachers in their respective schools and

(ii) 5,000 in ten new first year training schools (at the rate of 500 every year and 50 in each school) to be opened in connection with bigger primary schools situated in rural areas, each at a cost of Rs. 1,000 non-recurring for initial expenditure on furniture and equipment and Rs. 13,950 recurring, calculated as shown below :—

Rs.

3,450 for teachers' salaries (Head Master on Rs. 100—5—150. First Assistant on Rs. 75—5—125 and Second Assistant on Rs. 50—5/2—75 per mensem).

9,000 for subsistence allowances to 50 teachers at Rs. 15 per mensem.

1,200 for house rent for hostel or/and school at Rs. 100 per mensem.

300 for contingencies at Rs. 25 per mensem,

i.e., at a total cost of Rs. 10,000 non-recurring and Rs. 1,39,500 recurring per annum for the ten new training schools proposed.

4. I recommend that the existing first year trained teachers in service, not all the 5,000 but about 4,000 of them who may be fit for further training may be put through second year training in the existing training Colleges in the next ten years at the rate of 400 every year at a cost of Rs. 72,000 per annum for subsistence allowances to the teachers called up for further training at Rs. 15 per mensem in lieu of their regular pay as teachers in their respective schools.

5. To accommodate 1,200 vernacular final certificated teachers for first year training and 400 first year trained teachers for second year training in existing training institutions as proposed in paragraphs 3 and 4 above, the maximum number of admissions to these institutions may be raised from 1,400, which appears from the table given in the concluding part of chapter 8 of the Report to be the present number, to 1,600. It would be quite possible for them with such additional staff as may be needed, to admit the increased number in the 40 class rooms at 40 students per class.

6. I do not agree to the Committee's proposal to provide, for two years' continuous training at once. All who have received first year training are not always fit for further second year training at a stretch. A few years' teaching work in school is, in most cases, necessary to enable teachers who have received some training to digest at and assimilate it and to adapt their formal training college ways to ordinary primary school conditions. Further training given some years later to a selection of first year trained teachers is, in my opinion, likely to be far more fruitful than such training given in continuation of first year training.

7. I agree with the Committee in their recommendation to discontinue third year training classes.

8. I recommend (i) that the existing vernacular final certificated teachers when given first year training and first year trained teachers when given second year training may be considered eligible for such higher salaries as may be admissible to them as first year or second year trained teachers (I strongly dissent from the Committee's recommendation that they should not be so paid. This is quite opposed to the current practice) and (ii) that local authorities and private bodies employing them may be given grants at usual rates on the additional expenditure involved in the payment of such higher salaries.

9. I recommend that all the teachers compelled to attend refresher courses may be paid the actual travelling expenses incurred by them.

10. I disagree with the Committee in the recommendation to continue the stipendiary system. I recommend that in the case of fresh candidates for training, excepting those belonging to Backward Classes, it may be abolished.

11. I do not agree with the Committee in the recommendation that even non-stipendiary students in training institutions should be bound over to serve Government as teachers for three years.

12. Under the above proposals the Matriculates or secondary school certificated teachers admitted to service as recommended in 1 above would have to wait for their turn for training till the ten-year plan above outlined is completed.

(Signed) K. S. VAKIL.

Poona, 11th August 1938.



**APPENDICES.**

A—The Questionnaire.

B—Names of persons who sent replies to the Questionnaire.

C—One-Teacher Schools.

D—Expenditure on salaries as shared between Government and Local Authorities.

E—Different scales of pay of primary teachers.

F—A plan for the training of teachers in service.

G—Syllabuses and Time Allotments.

1. Subjects and time allotments for Lokashalas.
2. Subjects and time allotments for the proposed training institutions.
3. Syllabus of the Mother-tongue for the Lokashalas.
4. Syllabus of Music for the Lokashalas.
5. Syllabus of Hindi for the Lokashalas.
6. Syllabus of General Science for the Lokashalas.
7. Syllabus of Home Economics for the Lokashalas.
8. Syllabus of Mathematics for the Lokashalas.
9. Syllabus of Civics for the X standard of Lokashalas.
10. Syllabus of the Mother-tongue for the Training Institutions.
11. Syllabus of the Elements of Economics for the Training Institutions.
12. Syllabus of School Management and Hygiene for the Training Institutions.
13. Syllabus of Psychology and Principles of Education for the Training Institutions.

## APPENDIX A.

## QUESTIONNAIRE ON THE TRAINING OF PRIMARY TEACHERS.

## I.—Admission of Candidates for Training.

1. On what lines would you recruit candidates for training from urban and rural areas? What steps would you adopt to recruit candidates from the agricultural communities? What is your opinion of the communal quota system in the selection of candidates?

*Academic Qualifications.*

2. Do you consider the present standard of admission to the training institutions viz. the Vernacular Final Certificate sufficient? If not, what other standard would you suggest?

3. If you recommend a higher standard of admission to the training institutions, would you prescribe different qualifications for admission to candidates coming from rural and urban areas or to candidates belonging to the Intermediate and Backward communities?

*Teaching Experience.*

4. Do you consider teaching experience essential in candidates for training? If so, how much teaching experience would you require in these candidates?

*Age.*

5. What minimum age would you consider necessary? Would you also lay down a maximum age for admission?

*Physical fitness.*

6. Would you lay down any specific requirements for physical fitness? If so, what?

*Other Qualifications.*

7. What suggestions would you offer for securing the right type of candidate with the right social qualities and a real vocation for teaching?

*Vocational.*

8. If vocational training is introduced in primary schools would you expect any special qualifications in candidates?

## II.—Method of Selection.

9. What method of selecting candidates for training would you recommend?

10. What are your views as regards—

- (a) Preliminary selection by responsible educational officers.
- (b) Preliminary selection by a Board of Selection.
- (c) Entrance Examination.
- (d) Personal Interviews.

11. Should candidates under training be bound over for service? Should only stipendiary students be bound over or would you include non-stipendiary students also?

*Nature of Training.*

12. Is the present system of intermittent training serving any useful purpose? If not, what system would you substitute? Please give details.

13. In view of the fact that the Vernacular Final passed candidate is generally ill-equipped and is not in a position to derive benefit from a short course in training, how should he be provided with sound general education? What should be its duration? Should general education and professional training be given simultaneously or should a short course of intensive training follow a course in general education? What should be the duration of the training course? Should general education and professional training be given in the same or different institutions?

14. Should all primary teachers be given the same training? If not, what different grades of training would you propose and how would you provide for them?

15. What should be the place of Matriculates in the new scheme of training?

TRAINING OF CANDIDATES IN VOCATIONAL ARTS AND CRAFTS.

16. If vocational training is introduced in primary schools,

(a) What arrangements would you make for such a training?

(b) How many vocational arts and crafts would you require one teacher to take?

(c) How many arts and crafts would you require each training institution to provide for?

*Professional Training.*

17. Where would you provide practise teaching? In special practising Schools or in ordinary Municipal, Local Board or approved Schools in the locality?

18. What amount of practise teaching would you insist on?

*Subjects for Training.*

19. Which subjects would you include in the course of training?

*Adult Education.*

20. Should primary teachers be trained for adult education work in the training institutions? Please give reasons for your answer.

*Location.*

21. Should rural bias be given to some training institutions ? If so, do you think it necessary to locate training institutions in rural areas ?

*Examinations.*

22. What arrangements would you recommend for the examination of candidates in

- (i) theoretical subjects,
- (ii) vocational subjects,
- (iii) practice teaching ?

23. What type of examination would you advocate ?

*Probation.*

24. Do you advocate a system of probationership after training before the grant of a certificate ?

If so,

- (a) What arrangements would you suggest for the probationary period ?
- (b) What should be the duration of that period ?

*Refresher Courses.*

25. Should attendance at Refresher Courses be made compulsory ? If so, at what intervals should a teacher be expected to attend such courses ?

26. Should there be special training institutions for such courses or should they be arranged in the ordinary training institutions ?

*Women Teachers.*

27. Would you make any difference in the case of women teachers as regards any of the points raised above ? If so, where ? What modifications would you suggest ?

28. What means would you adopt to induce a greater number of women to take to the teaching profession ?

29. What arrangements would you suggest to get more women teachers trained ?

30. Would you train women teachers in men's training institutions under certain circumstances ? If so, what are those circumstances ?

*General.*

31. What changes should be introduced in the training of both men and women teachers in order that they should not pay undue importance to examinations and memory tests but should concentrate in their teaching on observation, creative activity and individual aptitudes ?

32. What other suggestions have you to offer that are not touched on in the Questionnaire ?

## APPENDIX B.

*Replies received to the Questionnaire issued by the Committee for Training of Primary Teachers, Bombay.*

1. Head Master, P. R. Training College for Men, Ahmedabad.
2. Mr. G. J. Bhat, Senior Assistant Deputy Educational Inspector, Southern Division, Surat.
3. Mr. L. R. Desai, Educational Inspector, Central Division, Poona.
4. Mr. K. B. Ghate, Principal, Training College, Dhulia.
5. Lady Superintendent, Training College for Women, Dharwar.
6. Mr. D. V. Bhonde, B.A., Administrative Officer, District School Board, Sholapur.
7. W. H. F. Armstrong, Esq., M.A., Director of Public Instruction, Punjab.
8. Director of Public Instruction, Mysore.
9. President, Bombay Presidency Primary Teachers' Association, Dombivli.
10. Rev. Horace K. Wright, Principal, The Union Training College, Ahmednagar.
11. The Chairman, District School Board, Kolaba.
12. Rao Saheb M. K. Karkhanis, B.A., Hony. Principal, Seva Sadan Training College for Women, Poona.
13. Mr. V. N. Magdal, Head Master, High School, Dharwar.
14. Mr. B. G. Jagtap, B.A., B.T., Chairman, District School Board, Poona.
15. Mr. B. D. Karve, Principal, Training College for Women, Hingane Budruk, Poona.
16. Lady Superintendent, Mahalaxmi Training College for Women, Ahmedabad.
17. Lady Superintendent, Training College for Women, Poona.
18. Rao Saheb J. A. Sayed, B.A., Chairman, District School Board, Ahmedabad.
19. Mr. The Chairman, District School Board, East Khandesh, Jalgaon.
20. Mr. G. B. Borwankar, Retired Supervising Officer, Poona District School Board, Poona.
21. Mr. D. L. Indapurkar, M.A., S.T.C.D., Administrative Officer, District School Board, West Khandesh, Dhulia.
22. Mr. R. S. Bulsara, B.A., LL.B., Advocate, Chairman, School Board, Bandra.
23. The Director of Public Instruction, Poona.

24. Rao Bahadur S. R. Koppikar, Dharwar.
25. Mr. Dayabhai Hirabhai Patel, B.A., LL.B., Chairman, District School Board, Broach.
26. The Vice-Chairman, Municipal School Board, Surat.
27. Mr. D. V. Kale, B.A., Head Master, Training School, Dharwar.
28. The Vice-Chairman, District School Board, Thana.
29. Mr. M. G. Modak, Administrative Officer, Municipal School Board, Ahmednagar.
30. Sardar Rao Bahadur Bhimbhai R. Naik, Chairman, District School Board, Surat.
31. Mr. F. H. Shaikh, Head Master, Urdu Training School, Ahmedabad.
32. Educational Inspector, Northern Division.
33. Miss M. D. Ball, M.A., Principal, Mary Brown Memorial Training College, Borsad.
34. Mrs. Indira Joshi, M.A., T. Dip. (Lond.), Principal, Vanita Vishram English School, Bombay.
35. Mr. C. C. Shah, M.A., B.T., LL.B., Life Member, The Sarvajanik Education Society, Surat.
36. Rev. J. F. Edwards, Principal and English Editor, *Dnyanodaya*, Poona.
37. Vice-Chairman, District School Board, Thana.
38. Mr. M. M. Pore, B.A., Head Master, Anglo-Vernacular Boys' School, Kola, District Satara.
39. Administrative Officer, School Board, City Municipality, Dhulia.
40. Chairman, School Board, Bombay Suburban District, Andheri.
41. Rao Bahadur B. J. G. Shastri, Educational Inspector, Southern Division.
42. Mr. J. A. Lal, Chairman, Municipal School Board, Nasik.
43. The Chairman, District School Board, Ahmednagar.

## APPENDIX C.

*One-teacher Schools (District Local Board areas).*

	Number of District Local Board Primary Schools.	Number of one-teacher District Local Board Primary Schools.	Percentage.
For boys .. ..	8,436	4,819	57.1
For girls .. ..	738	288	39.0
Total ..	9,174	5,107	55.7

*One-teacher schools (Municipal areas).*

	Number of Municipal Primary Schools.	Number of one-teacher Municipal Primary Schools.	Percentage.
For boys .. ..	1,046	102	9.8
For girls .. ..	511	23	4.5
Total ..	1,557	125	8.0

## APPENDIX D.

The total expenditure incurred during 1936-37 on account of the pay and salaries of the teaching staff as shared between Government and the Local Authorities :—

## (a) Expenditure—

	Rs.
(i) District Local Boards .. ..	90,76,774
(ii) Local Authority Municipalities ..	17,57,730
Total ..	<u>1,08,34,504</u>

## (b) Proportions paid by Government and Local Authorities—

(i) District Local Boards .. Provincial grants to District Local Boards for Primary Education are paid on Datum Line basis. Government share roughly comes to 78·8 per cent., the balance of 21·2 per cent. being borne by the District Local Boards.

(ii) Local Authority Municipalities. In the case of Local Authority Municipalities the expenditure is borne by the Government and the Local Authority in the proportion of 50 per cent. each.



## APPENDIX E.

The scales of pay for Primary teachers sanctioned by Government.

The following are the different scales of pay sanctioned by Government for guaranteed and other Primary Teachers :—

I. Scales applicable to Primary teachers (both under District Local Boards and Local Authority Municipalities) who were permanent on 30th June 1923 (i.e. who are handed over and guaranteed teachers) :—

Monthly pay.	
Rs.	
Unqualified teachers	.. 20
Qualified teachers	.. 25—1/5—30
1st year trained teachers	.. 30—1/3—35—1/2—40
2nd year trained teachers	.. 35—1/2—45—1—50
3rd year trained teachers	.. 40—2/3—50—1—60

II. Scales of pay for Primary teachers appointed by the Local Authorities after 30th June 1923.

(a) District Local Board areas including non-Local Authority Municipalities :—

Rs.	
Unqualified teachers	.. 15
Temporary qualified teachers.	15
Permanent qualified but untrained teachers.	20—1/3—25—1/2—30
1st year trained teachers	.. 25—1/2—35—1—40
2nd year trained teachers	.. 30—1/2—35—1—50
3rd year trained teachers	.. 35—1—60

(b) Local Authority Municipal areas.

The same scales are applicable to guaranteed Primary teachers. *Vide* scales shown in I above.

*N.B.*—In addition to the pay according to the scales shown in I and II above, Head Masters and 1st Assistants are given an allowance based upon the average daily attendance according to the following scales :—

## HEAD MASTER'S ALLOWANCE.

(a)

*General Scale.*

Average attendance.	Head Master's allowance.
Rs.	
Up to 75	.. 5 per mensem.
76—150	.. 10 per mensem.
151—225	.. 15 per mensem.
226—300	.. 20 per mensem.
above 300	.. 25 per mensem.

(b) Special scale for Urdu schools and schools for Depressed classes :—

Average attendance.	Head Master's allowance.
	Rs.
Up to 40 ..	.. 5 per mensem.
41 to 80 ..	.. 10 per mensem.
81 to 120 ..	.. 15 per mensem.
121 to 160 ..	.. 20 per mensem.
above 160 ..	.. 25 per mensem.

#### 1ST ASSISTANTS' ALLOWANCE.

(a) *General Scale.*

Average attendance.	1st Assistants' allowance.
	Rs.
From 151 to 225	.. 5 per mensem.
Above 225 ..	.. 10 per mensem.

(b) Special scale for Urdu schools and schools for Depressed classes :—

Average attendance.	1st Assistants' allowance.
	Rs.
From 81 to 120	.. 5 per mensem.
Above 120 ..	.. 10 per mensem.

III. Scales of pay for Primary teachers appointed by the Local Authorities after *1st April 1935*. These scales are still under the consideration of Government and are provisionally applied to the teachers appointed after 1st April 1935.

(a) District Local Board areas including Non-Local Authority Municipal areas :—

	Monthly pay.
	Rs.
Unqualified teachers	.. 15
Qualified teachers	.. 20
1st year trained teachers	.. 20— $\frac{1}{3}$ —25— $\frac{1}{2}$ —30
2nd year trained teachers	.. 25— $\frac{1}{2}$ —35—1—40
3rd year trained teachers	.. 30— $\frac{1}{2}$ —35—1—50

(b) Local Authority Municipal areas :—

	Rs.
Unqualified teachers	.. 20
Qualified teachers	.. 25
1st year trained teachers	.. 25— $\frac{1}{5}$ —30
2nd year trained teachers	.. 30— $\frac{1}{3}$ —35— $\frac{1}{2}$ —40
3rd year trained teachers	.. 35— $\frac{1}{2}$ —45—1—60

## APPENDIX F.

*A Plan for the Training of Primary Teachers in Service.*

We give here a detailed plan indicating how effect may be given to the recommendation which aims at giving adequate training of the present type to all who are already in service and who are neither too old to have it nor too fossilised to profit by the Committee's scheme. The period proposed in this plan is 15 years but it can possibly be curtailed if private bodies be permitted and encouraged to conduct Training Colleges and admit teachers for two years' training without any restriction.

The plan is necessarily very rough and will need modification before it is put into operation, to suit the needs of different linguistic groups, but that will affect the details of the plan and not its general features.

In the plan we have considered only the men teachers in service (including Urdu teachers). The number of women teachers in service is small and there are aided training institutions for women, besides those conducted by Government. There should therefore be no difficulty in securing the requisite accommodation in the existing training institutions to train all women teachers in service up to the standard recommended by the Committee in about ten years.

It is estimated that there are about 7,000 Vernacular Final certificated and 4,500 First Year Trained men in service between the ages of 22 and 40 and if they are to be all trained up to the standard recommended by the Committee in the course of the next 15 years, accommodation for about 1,500 teachers will be necessary as shown in the plan below. At present the accommodation in the five colleges (including Urdu) for men is for 850; we suggest that this should be increased to 1,000. In the three mofussil centres there is accommodation for 120; we suggest that this should be raised to 500 by adding some more centres as well as by increasing the accommodation at the existing centres.

The Training Colleges which have been doing the work of second year training will naturally be able to undertake this work more easily than the mofussil centres and we have proposed in the plan that the Vernacular Final certificated men brought for training should spend a year in a mofussil centre and then go to the Training College for second year training. There is however no objection to allow all institutions, colleges as well as schools, to shoulder the responsibility of two years' training :—

	Training Colleges.	Mofussil centres.
1939	.. (F. Y. S.) 1,000	500
1940	.. 500 + 500 ←	500
1941-46	.. 3,000 + 3,000	3,000
	—————	
	4,500	

In 1946 all teachers in service who had first year training will have received second year training, and 3,500 of the Vernacular Final certificated men in service will be returned as fully trained hands. The problem now reduces down to the training of the remaining 3,500 V.Fs. together with the 500 who will have completed the first year in mofussil centres in 1946.

Here we suggest that the mofussil centres giving the old type training should disappear and the resources be utilised for the new type training institutions recommended by the Committee to be established in rural areas, the first five of which (Marathi, Gujarati, Kannada and Urdu) will have been created in 1942. And the work of giving training to the V.Fs. in service should all be taken over by colleges. Hereafter the time-table will be :—

		Training Colleges.	
1947	..	500	V. Fs. + 500 F. Ys. (from mofussil centres).
1948-52	..	2,500	→ + 2,500
1953	..	..	→ + 2,500
			3,500

The work of training all the Vernacular Finals in service in 1939 will thus have been completed in 1953, and all the colleges can then take up the work of training according to the Committee's scheme. The colleges are all in cities and if this postponement of new training is found to stand in the development of Primary Schools and Lokashalas in city areas Government should encourage municipalities or private agencies to start Training Institutions of the new type.

In 1939.—1,500 teachers in service will be withdrawn for training (1,000 F.Ys. and 500 V.Fs.). Their places will be taken by men in training (1,000) in 1938 and new V.F. recruits (500).

*N.B.*—This is irrespective of normal V.F. recruitment made annually to fill vacancies caused by death, dismissal, retirement etc.

In 1940.—1,000 teachers in service will be withdrawn for training (500 V.Fs. and 500 F.Ys.) and 1,000 will return to service as fully trained.

And this will happen up to 1946.

From 1947 to 1953—500 teachers in service will be withdrawn for training and 500 will return to service as fully trained.

It is estimated that at any time between 1939 and 1942 there will be about 3,000 V.Fs. under 22, and it will be a good plan to withdraw about 1,000 of them for admission to Lokashalas, which will begin work in 1939, their places being filled by new V. F. recruits during

1939-42. In 1942 we shall get the first batch of Lokashala graduates, some of whom will go to the Training Colleges while others may join service directly. It is difficult to visualise when the V. F. element in service will entirely disappear. It depends on the spread of Lokashalas. But in 1942 Government should issue instructions to recruit V. Fs., only if Lokashala graduates are not available.

In 1942 will be needed the first group of Training Colleges under the new scheme and provision should be made for at least for 5 such colleges to be opened in mofussil centres, 2 Marathi, 1 Gujarati, 1 Kannada, and 1 Urdu, all mixed institutions for men and women, with mixed staffs.

## APPENDIX G.

DRAFT SYLLABUSES AND TIME ALLOTMENTS FOR LOKASHALAS  
AND TRAINING COLLEGES.*Subjects and time allotments for the proposed Lokashalas.*

8th Standard.	9th Standard.	10th Standard.
6 Mother tongue.	6 Mother tongue.	6 Mother tongue.
3 Hindi.	3 Hindi.	3 Hindi.
6 Mathematics.	6 Mathematics.	6 Mathematics.
4 General Science or Home Economics.	4 General Science or Home Economics.	4 General Science or Home Economics.
4 History-Geography.	4 History-Geography.	5 Civics-Geography.
3 Music or Drawing.	3 Music or Drawing.	3 Music or Drawing.
10 Craftwork.	10 Craftwork.	10 Craftwork.
6 Physical Training.	6 Physical Training.	6 Physical Training.

*Note.*—A period shall consist of at least 40 minutes. Adequate time should be given to Needle-work as part of craftwork in the case of girls.

*Subjects and time allotments for the proposed Training Colleges with a two years' Course.*

Periods.	Subjects.
3	(1) Psychology and Principles of Education.
3	(2) Methods of Teaching (General and Special) and School Management and Hygiene.
(2 for Methods and one for school Management.)	<i>First Year</i> —Methods of Pre-Primary Education and for Primary Standards I-IV.
	<i>Second Year</i> —Methods for Primary Standards V to VII and Adult Education.
2	(3) Elements of Economics with special emphasis on rural economy.
3	(4) History of Indian Education (First Year) as an introduction to Indian Educational Problems (Second Year).
5	(5) Mother-tongue.
10	(6) Craft—Theory and Practice.
8	(7) Practice Lessons.
5	(8) Physical Training.

*Papers. (Each of 100 marks.)*

1. Principles of Education.
2. General and Special Methods and School Management and Hygiene.
3. History of Indian Education and Indian Educational Problems.
4. The Mother-tongue—Texts.
5. The Mother-tongue—General.
6. Theory of Craft (Science of agriculture, etc.) and Elements of Economics.

*Note.*—(1) The system of Exemptions should be followed.

(2) Candidates will have to give at least 50 lessons during 2 years excluding observational lessons.

(3) Candidates will be required to produce a certificate from the Head of the Training College that they have undergone a course in (a) Black-board writing, drawing and sketching and (b) Speech-training.

*Syllabuses in the Mother-tongue in the Lokashalas.**VIII Standard—*

- (a) Selections from standard modern prose—150 pages.
- (b) Selections from poetry—400 verses, of which 200 will be for recitation.
- (c) (1) Revision and practice of the rules of orthography.  
(2) Grammar.
- (d) Supplementary Reading of one complete book of about 150 pages.
- (e) Composition including letter writing, precis writing and simple essays.

*IX Standard—*

- (a) Selected modern prose—200 pages.
- (b) Selected poetry—600 lines, representing all periods, of which 200 will be for recitation.
- (c) Grammar.
- (d) Supplementary Reading of one complete book of about 200 pages.
- (e) Composition, as for the VIII standard, with the addition of reflective essays, natya-chhatas, etc.

*X Standard—*

- (a) Prose selections representing all periods—about 250 pages.
- (b) Selections from poetry representing all periods—600 lines, of which 200 will be for recitation.
- (c) Grammar.
- (d) Supplementary Reading of one complete book of about 250 pages.
- (e) Composition—as for the previous years, with the addition of short essays, short story (laghu-kathas) and expository essay.

*Note.*—Texts for X standard Language Course will be prescribed.

*Syllabuses for Music in the Lokashalas.*

*VIII Standard—*

1. Prathamik Sangeet Part I by Shankarrao Vyas.

*or*

Bal-Sangeet by Vinayakrao Patwardhan

*or*

Any similar suitable book.

2. Selected musical devotional songs from the regional languages.
3. Some simple folk songs.

*IX Standard—*

1. Sangeet Bal Prakash by V. D. Bhaskar, Parts II and III.

*or*

A similar suitable book.

2. Selected musical devotional songs.
3. Folk Songs.

*X Standard—*

1. Some simple selected songs of the following Ragas with simple theory—भैरव, भैरवी, भीमपलास, बागेश्री, सारंग, भूपाळी, काफी, कल्याण. (for Southern Division suitable Karnatak Ragas to be selected).

2. Knowledge of the important *talas*.

3. Selected musical devotional songs.

4. वंदेमातरम्, भारत हमारा देश है, जनगणमन and other suitable national songs.

*Syllabuses for Hindi in Lokashalas.*

*Note.*—The course is prepared on the presumption that boys have studied Hindi for two to three years before joining the Lokashalas.

*VIII Standard—*

Reading and understanding a simple standard book like बालसखा, भाग ३ (स. पंडित राममिश्र.)

*IX Standard—*

Reading and understanding a simple standard book like बालसखा, भाग ४.

*X Standard—*

1. Reading and understanding simple standard books like (a) मिलन (b) पंचफुल.

2. Writing some simple stories and essays in Hindi.



*General Science (Lokashalas).*

One Paper—(Three Hours) 100 marks.

*Physiology.*

1. *The Skeletal System.*—The principal bones and muscles.
2. *The Circulatory System.*—Blood; heart; arteries, veins and capillaries.
3. The Lymph, the Lymphatic System and the Spleen.
4. *The Respiratory System.*—Trachea; bronchi; lungs; breathing composition of air, pure and foul air, the value of exercise; temperature of body.
5. *The Digestive System.*—Teeth; pharynx; stomach; small intestine, large intestine; liver; how food is digested; types of food; absorption and nutrition, metabolism.
6. *The Excretory System.*—Kidneys, skin.
7. *The Nervous System and the Senses.*—Brain and spinal cord; the principal nerves, the eye; the ear; and vocal apparatus.
8. The main ductless glands and their functions.

*Botany.*

1. *Plants.*—Functions of roots, stems, and leaves; structure of the flower; fertilization. Nature's methods to secure fertilization.
2. Propagation of plant life by methods other than that of seed germination—runners; cuttings; grafting.
3. Nourishment of plants, how absorbed, how utilised; manures.
4. Air and sun-light, and their effect on the growth of plants.

*Zoology.*

1. Description of Amœba.
2. Breathing apparatus of the fish.
3. Development of the frog from egg to tadpole.
4. Life history and metamorphosis of the silkworm.

*Physics.**General Properties of Matter—*

1. Upward pressure of water; floating bodies; use of hydrometers, (variable immersion only), submarines, aeroplanes, balloons, and dirigibles.
2. Density and specific gravity.
3. Liquids in communicating vessels, fountains; water supply to cities; (omit Brahma's Press).

4. Pressure of air ; air pressure at high altitudes, density of air at great heights, mercury barometer ; aneroid barometer.

5. Relation between volume and pressure of a gas, distinction between pressures exerted by solids, liquids and gases.

6. Syringe, suction pump, cycle pump, (omit force pump with an air barrel).

7. Air pump (omit the discussion of types of air pumps).

8. Pneumatic tyres, vacuum fountain, primus stove, siphon (ordinary).

*Heat :—*

9. Thermometers—Fahrenheit and Centigrade ; clinical thermometer ; (omit Six's thermometer, discussion of the filling of a thermometer and errors in fixed points).

10. Expansion caused by heat, its effects, bursting of pneumatic tyres by heat, unequal expansion of different solids and liquids, expansion of gases. (Omit coefficient of expansion). Exceptional behaviour of water between  $0^{\circ}$  and  $4^{\circ}$ . Effects of sudden heating or cooling on glass vessels.

11. Three states of matter, cooling mixtures (ice and salt) increase in volume when water solidifies.

12. Conduction and convection, humidity and evaporation ; ventilation ; use of chimneys for lamps and factories ; vacuum flasks.

13. Radiation and absorption ; effect on polished and rough surfaces ; effect on black and white surfaces.

14. Capacities of substances for heat ; a calorie (omit the definition of specific heat), measurements of heat ; latent heat, evaporation and consequent lowering of temperature ; factors that regulate evaporation.

14A. Effect of pressure on boiling point.

15. Land and sea breezes.

*Mechanics :—*

16. Energy ; friction ; brakes.

17. Lever ; law of moments ; balance ; pulley, fixed and moveable ; inclined plane.

18. Springs ; buffers ; spring balances.

19. Centre of gravity ; heavy bottoms of hydrometers ; ballast in ships ; rocking toys.

20. Pendulum ; isochronism ; relation between length and period of oscillation of a pendulum.

21. Steam engine, oil engine ; the crank and the eccentric ; the fly wheel ; gearing (omit constructional details).

22. Heat produced by friction or mechanical work, heat a kind of energy ; transformation of energy ; potential and kinetic types, conservation of energy. (Omit quantitative determination of mechanical equivalent of heat).

*Sound* :—

23. How sound is produced and carried ; vacuum can carry light but not sound ; mechanism of the larynx and the ear ; distinction between musical sound and noise ; reflection of sound ; echoes ; whispering galleries ; gramophone.

*Light* :—

24. Sources of light ; reflection of light from a plane mirror ; concave mirror and its principal focus.

25. Refraction of light (omit sine law and refractive index) ; use of a lens as a magnifier.

26. Decomposition of white light ; spectrum.

27. Photographic camera ; the human eye ; the simple type of microscope ; optical lantern ; telescope ; elementary ideas of the principles involved in cinema and talkies.

*Magnetism and Electricity* :—

28. Lodestone ; magnetic needle ; Earth a magnet ; like and unlike poles ; attraction and repulsion ; mariner's compass, magnetic induction.

29. Electromagnets ; permanent and temporary magnets ; lines of forces.

30. Electricity produced by friction ; two kinds of electricity ; attraction and repulsion ; conductors and non-conductors ; electroscope ; (It is expected that the discussion on frictional electricity is reduced to the necessary minimum).

31. Current electricity ; difference in electric potentials ; simple cell ; Le Clanche's cell ; dry cell ; accumulator.

32. Electric circuit ; a simple galvanometer.

33. Effects of electric current ; incandescent lamp ; arc lamp ; heating apparatus.

34. Magnetic properties of a coil carrying a current, induced current ; simple dynamo ; electric motor ; electric bell ; short circuit ; fuses ; electric shock.

35. Elementary idea of the principles involved in the working of telephone, telegraph and wireless.

*Chemistry.*

1. Filtration ; distillation ; crystallization.

2. Elements and compounds:

3. Composition of air ; combustion ; oxidation, properties of oxygen

4. Oxides, acids, bases and salts.
5. Composition of water (qualitative) ; hard water and soft water ; preparation of pure water.
6. Carbon and its uses ; carbonic acid gas and its properties ; its presence in air ; its relation to plant life and animal life ; carbon monoxide.
7. The use of bleaching powder ; chlorine.
8. Sulphur ; sulphur dioxide ; sulphuric acid. (Omit manufacture of sulphuric acid).
9. Phosphorus ; lucifer matches ; safety matches.
10. Properties and uses of sodium hydroxide, sodium bicarbonate, sodium carbonate, sodium chloride and corresponding compounds of potassium.
11. Soap and its preparation.
12. Preparation of quick lime from calcium carbonate and its uses ; slaked lime and lime water.
13. Uses of mortar and cement.
14. Glass and its preparation.
15. Properties and uses of iron ; iron oxide, rust ; tinned iron ; galvanised iron. Uses of iron sulphate.
16. Properties and uses of copper, copper sulphate.
17. Composition of (alloys)—brass, bronze, german silver, gold and silver coins.

### *Hygiene.*

1. Food values.
2. Clothing—Textile fibres, cotton, the leading plant fibre ; flax, a plant-stalk fibre ; other fibres ; wool ; silk ; rayon ; other animal resources for clothing, such as hides.
3. Drinking water—boiling, filtration and chlorination ; supply of pure water to cities from wells, rivers, tanks.
4. Sewage disposal.
5. Simple cases of enzyme action—curds ; starch ; sugar alcohol ; vinegar.
6. Deleterious effects of alcohol and narcotics, such as opium, cocaine, bhang, ganja.
7. Pests—the house fly, mosquito, flea, cockroach, rat : conditions favouring their multiplication ; diseases they spread ; and measures for their destruction. (Structure and detailed life history is not expected).
8. Epidemics—how caused and controlled ; disinfectants ; vaccination ; inoculation.

## APPENDIX.

## HOME-ECONOMICS.

**Standard VIII.**

## Elementary Plant Life and Animal Life.

Difference between living and non-living matter. What is a cell ?  
Air and sunlight and their effect on the growth of plants.

Nourishment and manuring of plant ; how nourishment is absorbed  
and utilised.

Structure of flowers—fertilization. Nature's methods to secure  
fertilization.

Propagation of plant life by methods other than that of seed germina-  
tion ; runners ; cuttings ; grafting.

Amœba—One celled animal ; multiplication by fission ; nucleus ;  
unsteady form.

Fish—form adopted to life under water ; modified breathing  
apparatus.

Frog—Tadpole, (can live under water as well as outside).

Silkworm—Metamorphosis.

*Physiology.*

## System of human body.

The circulatory system—The nature of blood and its circulation, heart  
and lungs, arteries, veins and capillaries.

The lymph and lymphatic system.

The respiratory system—Lungs ; breathing ; pure and foul air ; larynx  
and voice production.

The digestive system ; liver, how food is digested ; types of food easy  
or difficult to digest ; nutrition.

The excretory system—waste products of the body ; function of  
kidneys ; spleen ; skin and perspiration ; baths.

*Hygiene.*

The value of exercise and rest ; rules to be observed in exercise ; fresh  
air, recreation, sleep.

Supply of pure water from wells, rivers, tanks to cities.

Drinking water, its filtration, chlorination and storage.

Disposal of refuse.

Site of house ; air, ventilation and light ; house water supply and  
drainage ; lighting and sanitation.

Simple cases of enzyme action ; curds, starch, sugar, vinegar ;  
alcohol ; bad effects of alcohol, tobacco, bhang and opium.

*Fabrics.*

Cloth as used in clothing and for articles of house-hold use ; the chief fibres ; cleaning ; house-hold chemicals for cleaning, and their uses. Comparison of cloth made out of different fibres for (a) use, (b) durability, (c) beauty, (d) cost. The making and repairing of cloth and clothes. Sorting of clothes and removal of stains. The washing, cleaning and ironing of clothes.

**Standard IX.***Chemistry.*

Elements and compounds.

Composition of air ; combustion ; oxidation ; properties of oxygen.

General properties of acids and bases.

Composition of water (qualitative).

Hard and soft water. Methods to make hard water soft.

Carbonic acid gas and its properties ; its presence in air ; its relation to plant life and animal life ; danger of carbon monoxide poisoning.

*Physics.*

Mechanics—Liquids in communicating vessels ; water supplies to cities ; working of the syringe ; cycle pump ; primus stove ; siphon (ordinary).

Heat—Clinical thermometer ; a maximum thermometer ; use of a clinical thermometer.

Expansion caused by heat ; its effects ; effects of sudden heating or cooling on glass vessels.

Cooling mixtures ; increase in volume when water solidifies.

Conduction and convection ; humidity and évaporation ; ventilation ; use of chimneys for lamps and factories ; vacuum flasks.

Effect of pressure on boiling water ; pressure cooking.

Evaporation and consequent lowering of temperature ; factors that regulate evaporation.

*Practical Work.*

1. Cutting out and making two simple garments, one for a child and one for an adult ; repairing of clothes.

2. Sorting, washing, blueing, starching, ironing and folding of clothes. (Each pupil should wash and iron a woollen vest, a cotton polka, a shirt and child's silk frock.)

3. Removing of stains from fabrics.

4. Cleaning and polishing glass, wood, marble, tiles, and metal wares.

*Physiology.*

The bony system—The skeleton ; composition of bones ; cartilage ; structure of muscles ; types of muscles ; joints.

The nervous systems—The brain and nervous chord (very elementary treatment).

The glandular system—The most important glands and their functions.

The teeth and their care ; the eyes and their care ; the ears and their care ; the hands, feet and hair, and their care.

*Hygiene.*

Purchase of food material and its preservation.

Food and nutrition. Different food constituents—proteins, carbohydrates and fats ; vitamins ; mineral salts ; the functions of each in the body. The different food materials in which they are found ; errors of diet. Milk and milk products. Amount and nature of food used for infants, children, adults and invalids. Rate of growth in children. Comparative heights and weights.

Cookery—The object of cooking food. Different methods of cooking. Principles to be observed in the cooking of food containing proteins, carbohydrates, fats, vitamins and mineral salts. Preparation of typical dishes. Preservation of food. Use of preservatives. Drying. bottling. Yeast, moulds and bacteria as affecting a house-hold.

Tables of weights and measures.

**Standard X.***Chemistry.*

Properties and uses of bleaching powder, sodium bicarbonate, sodium carbonate ; quick lime ; slaked lime and lime water. Properties and uses of iron ; rust, tinned iron, galvanized iron, steel.

Properties and uses of copper.

Qualitative composition of (alloys)—brass, bronze, german silver, gold and silver coins, solder. Alloys of gold, 9 ct. and 18 ct. gold ; rolled gold.

*Physics.*

Light—Reflection and refraction of light from plane surface ; use of a lens as magnifier.

Magnetism and Electricity.

Conductors and non-conductors.

Current electricity ; difference in electric potentials ; simple cell ; dry cell.

Electric circuit. Effects of electric current ; incandescent lamp ; heating apparatus.

Meaning of the words volts, ampere ; unit of electricity-measurement ; Electro-magnets ; Electric bell ; short circuit ; fuses ; electric shocks.

### *Practical Work.*

1. Each pupil should prepare at least some products of milk cream, butter, ghee, dahi, chhas, mava, and one kind of bread, one cereal dish, one pulse dish, one fruit dish, two vegetables dishes, one kind of sweetmeat ; one kind of preserve ; chutney or pickle.

2. Use of balance ; weighing and measuring.

3. Bandaging.

### *Health of the Home.*

House-hold pests such as the house fly, mosquito, flea, cookroach, rats, mice, white ants, moths, spiders, etc.; conditions favouring their multiplication and spread ; diseases they spread ; how destroyed.

Epidemics ; how caused and controlled ; preventive measures to be taken for control of contagious diseases such as small-pox, measles, typhoid, diptheria, cholera, plague and communicable diseases such as tuberculosis ; vaccination, disinfection, inoculation.

Use of the clinical thermometer.

Preparations of lotions in common use such as Boric lotion, Condy's fluid, saline solution, and their strengths.

Disinfection of persons, clothing and appliances.

### *Infant Welfare.*

The management of the new born baby. The care of the eyes.

Umbilicus, skin and buttocks ; temperature ; the common diseases of the new born baby and their detection. Nursery equipment, bathing, clothing, fresh air, sunlight, rest, exercise. Nutrition of infants and regulation of habits. The advantages of breast feeding to the infant. Hours of feeding, the overfed baby and the underfed baby. The importance of sunlight on nutrition and of weighing babies regularly.

Composition of human milk and cow's milk, and their comparison. Importance of milk drawn from a healthy cow in clean utensils and with clean hands. Testing of milk (with hydrometer) and its care in the home. Determining factors for artificial feeding or complementary feeding. Pasteurisation and preparation of artificial feeding for normal and premature babies.

Common errors in management of infant :—Evil effects of doping children with opium or *bala goli*, of putting dummies into the mouth, of allowing children to eat sweetmeats contaminated with flies and dust, of



irregular feeding, of keeping the children not clad and exposed to draughts, of using unclean clothes and keeping the home and surroundings unclean and ill-ventilated.

First Aid.—Practising first aid in common ailments and accidents, such as bleeding, wounds, burns, electric shocks, accidental poisoning, fits, drowning, entrance or removal of foreign bodies, poisonous bites of animals and insects, common injuries, dressing and bandaging.

House-hold Accounts and Management—The management of money, income, budget making, accounts keeping, wise purchasing, co-operative stores, banking, insurance, debt. Arrangement of work for the day, the month, the year. Convenience in working.

#### *Practical Work.*

1. Bed-making, preparation of baths, use of sponge.
2. Using and reading a clinical thermometer, preparation of lotions in common use and their strengths such as a Boric lotion, Condy's fluid, saline solution.
3. Preparation of infants' food and invalid cookery, such as barley water, albumen water, conjees.
4. Testing (with a hydrometer) and care of milk.
5. Keeping records of weights and heights of selected children during a given period.
6. Keeping a sick room chart.

### MATHEMATICS.

#### *Algebra.*

One Paper—(Three Hours)—100 marks.

Simple equations, easy factors, simple fractions, simultaneous equations of the first degree in two unknowns (with numerical coefficients), easy numerical quadratic equations (by factorisation), easy problems leading to the above types of equations, highest common factor and least common multiple (both as far as obtainable by easy factorisation), square root, use of squared paper for drawing graphs from tabular data, graphs of  $y = ax + b$  and  $y = kx^2$  ( $a$ ,  $b$ ,  $k$ , to be given numerical values), graphical solution of simultaneous equations of the first degree.

Note:—Questions of a complicated nature shall not be set. Teachers are recommended to explain the ideas of (i) a variable, (ii) a function and (iii) the slope of a straight line, while teaching graphs.

#### *Geometry.*

One Paper—(Three Hours)—100 marks.

The questions in Practical Geometry shall be set on the constructions contained in Schedule (A) together with easy extensions of them as riders

if desired. A candidate should provide himself with a ruler graduated in inches and tenths of an inch and in centimeters and millimeters, set squares, a protractor, and a pair of compasses.

The questions of Theoretical Geometry shall consist of theorems contained in Schedule (B) together with easy deductions from them and arithmetical illustrations. **THE ORDER IN WHICH THE THEOREMS ARE STATED IN SCHEDULE (B) IS NOT IMPOSED AS THE SEQUENCE OF THE TREATMENT.** Any proof of a proposition shall be accepted which forms a part of any systematic treatment of the subject.

*Note.*—The use of intelligible abbreviations is recommended.

#### SCHEDULE A.

*Note.*—All figures should be drawn accurately. Unless specifically required, students will not be expected to prove a construction but they must give a short explanation of the same, wherever necessary.

Bisection of angles, of straight lines and of arcs of circles.

Construction of perpendiculars to straight lines.

Construction of an angle equal to a given angle.

Construction of parallels to a given straight line.

Simple cases of construction of triangles from sufficient data.

Division of straight lines into a number of equal parts.

Construction of tangents to a circle.

Construction of regular figures of 3, 4, 6, 8 sides in or about a given circle.

Description of a circle in or about (i) a triangle and (ii) a square.

Description of a segment of a circle on a given straight line containing a given angle.

#### SCHEDULE B.

*Angles at a point.*—If a straight line stands on another straight line, the sum of the two adjacent angles so formed is equal to two right angles; and the converse.

If two straight lines intersect, the vertically opposite angles are equal.

*Parallel straight lines.*—Assuming that when a straight line cuts a pair of parallel straight lines, the corresponding angles are equal, and its converse, prove that when a straight line cuts two other straight lines, if

(i) a pair of alternate angles are equal, or

(ii) a pair of interior angles on the same side of the cutting line are together equal to two right angles,

then the two straight lines are parallel ; and their converses.

*Triangles and Rectilinear figures.*—The sum of the angles of a triangle is equal to two right angles.

If the sides of a convex polygon are produced in order, the sum of the angles so formed is equal to four right angles.

\*If two triangles have two sides of the one equal to two sides of the other, each to each, and also the angles contained by these sides equal, the triangles are congruent.

\*If two triangles have two angles of the one equal to two angles of the other, each to each, and also one side of the one equal to the corresponding side of the other, the triangles are congruent.

If two sides of a triangle are equal, the angles opposite to these sides are equal ; and the converse.

\*If two triangles have the three sides of the one equal to the three sides of the other, each to each, the triangles are congruent.

\*If two right-angled triangles have their hypotenuses equal, and one side of the one equal to one side of the other, the triangles are congruent.

If two sides of a triangle are unequal, the greater side has the greater angle opposite to it ; and the converse.

Any two sides of a triangle are together greater than the third.

Of all the straight lines that can be drawn to a given straight line from a given point outside it, the perpendicular is the shortest.

The opposite sides of a parallelogram are equal ; the opposite angles of a parallelogram are equal ; the diagonals of a parallelogram bisect each other ; and their converses.

If there are three or more parallel straight lines, and the intercepts made by them on any straight line that cuts them are equal, then the corresponding intercepts made by them on any other straight line that cuts them are also equal.

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\*Note.—Teachers would do well in the initial stages to accept the theorems marked with an asterisk as axiomatic and only at higher stages revert to them for their proofs.

The locus of a point which is equidistant from two fixed points is the perpendicular bisector of the straight line joining the two fixed points.

The locus of a point which is equidistant from two intersecting straight lines consists of the pair of straight lines which bisect the angles between the two given lines.

*Areas.*—Parallelograms on the same or equal bases and of equal altitude are equal in area. Triangles on the same or equal bases and of equal altitude are equal in area.

Equal triangles on the same or equal bases are of equal altitude.

\*The square on a side of a triangle is greater than, equal to, or less than the sum of the squares on the other two sides, according as the angle contained by those sides is obtuse, right, or acute. The difference in the cases of inequality is twice the rectangle contained by one of the two sides and the projection on it of the other.

\*In any triangle the sum of the squares on the two sides is equal to twice the square on half the base together with twice the square on the median which bisects the base. Similar triangles. Idea of similar figures.

If two triangles are equiangular, their corresponding sides are proportional; and the converse; (to be accepted with any formal proof).

Definition of Sine, Cosine, and Tangent of an acute angle.

Proof of  $\text{Sin}^2 + \text{Cos}^2 = 1$ .

Solution of right-angled triangles by the use of the formulæ—

$$\left. \begin{aligned} a &= c \sin A \\ b &= c \cos A \\ a &= b \tan A \end{aligned} \right\} \text{where } \angle C = 90^\circ.$$

*Circle.*—A straight line drawn from the centre of a circle to bisect a chord which is not a diameter at right angles to the chord.

The perpendicular bisector of a chord of a circle passes through the centre of the circle.

\*In proving these and other similar theorems on areas the following algebraical formulæ may be freely used :—

$$\begin{aligned} k(a + b + c + d) &= ka + kb + kc + kd. \\ (a + b)^2 &= a^2 + 2ab + b^2 \\ (a - b)^2 &= a^2 - 2ab + b^2 \\ a^2 - b^2 &= (a + b)(a - b) \end{aligned}$$

The perpendicular to a chord from the centre bisects the chord.

The tangent at any point of a circle and the radius through the point are perpendicular to one another.

There is one circle, and one only, which passes through three given points not in a straight line.

\*In equal circles (or in the same circle) (i) if two arcs subtend equal angles at the centres, they are equal; (ii) conversely, if two arcs are equal, they subtend equal angles at the centres.

In equal circles (or in the same circle) (i) if two chords are equal, they cut off equal arcs, (ii) conversely, if two arcs are equal, the chords of the arcs are equal.

Equal chords of a circle are equidistant from the centre; and the converse.

If two tangents are drawn to a circle from an external point—

(i) The tangents are equal;

(ii) They subtend equal angles at the centre of the circle;

(iii) They make equal angles with the straight line joining the given point to the centre.

If two circles touch, the point of contact lies on the straight line through the centres.

The angle which an arc of a circle<sup>1</sup> subtends at the centre is double that which it subtends at any point on the remaining part of the circumference.

Angles in the same segment of a circle are equal and if the line joining two points subtends equal angles at two other points on the same side of it, the four points lie on a circle.

The angle in a semi-circle is a right angle; the angle in a segment greater than a semi-circle is less than a right angle; and the angle in a segment less than a semi-circle is greater than a right angle.

The opposite angles of a quadrilateral inscribed in a circle are supplementary; and the converse.

If a straight line touch a circle, and from the point of contact a chord be drawn, the angles which this chord makes with the tangent are equal to the angles in the alternate segments.

If two chords of a circle intersect either inside or outside the circle, the rectangle contained by the parts of the one is equal to the rectangle contained by the parts of the other; and the converse.

The medians of a triangle meet in a point (centroid).

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*Note.*—Teachers would do well in the initial stages to accept the theorems marked with an asterisk as axiomatic and only at higher stages revert to them for their proofs.

The internal bisectors of the angles of a triangle meet in a point (incentre).

The altitudes of a triangle meet in a point (orthocentre).

### *Arithmetic.*

One Paper—(Three Hours)—100 marks.

Simple and compound rules, vulgar and decimal fractions, proportion, metric system, simple problems on direct exchange, interest and discount, stocks and shares, profit and loss, square root; areas of a triangle, a parallelogram and a circle; volumes and surfaces of a rectangular solid, a cone, a cylinder and sphere. Use of four figure logarithmic tables in multiplication and division.

*Note.*—Algebraical symbols and processes may be freely used. Examples of a difficult nature or involving lengthy arithmetical processes shall not be set.

Civics—(Citizenship, its rights and duties).

1. Nature of citizenship—Nation and State, the Citizen, Principles of Legislation, Indian (Provincial) legislature, Duties of a Voter, Duties of an M.L.A., Legal and Moral duties.

2. Legal Position of a citizen—Functions of Law Courts, Rule of Law, Position of officials, Legal position of Ministers, Liberties of the citizen, Liberties of the Press, Liberties of Public Meetings, Duties of Magistrates, Riot law, the Revenue.

3. General rights of a citizen—Personal safety and freedom. Right of self defence, Remedies for injury. Religious liberty, Family rights, Right of reputation, Right to advantages of Social life, Right of property, Immunity from fraud, Poor-relief, Education.

4. Duties of citizen—Duties and Rights, General and Personal duties, Duties to the community, Duty to obey law, Moral duties, Duty of voting, the Party system of Government, Public Health, Public Spirit and service for the common good.

5. Local Government and Administration.

6. Organisation of State Education.

7. Provincial Government—Legislatures, Executive and Judicial functions, the Cabinet its relation to the legislature and to the Governor, Management of finance.

8. Judicial system—Crimes and civil wrongs, the Jury, the Coroner's Court, Appeals, the Judicial system and liberty.

9. The Police—The functions of the police department, Relations of the Public and the Police force. Duties of Police officers. Duties of the Public towards the Police force.

10. Need for communal Harmony—Rights of communities. Duties of Communities, Importance of settling disputes by arbitration and agreement, weakening of the Nation by communal disputes, Need of compromise.

*A Syllabus in the Mother-tongue for the proposed Two Years' Course of Training.*

1. Intensive study of one particular period of literature. Period to be specified every year and options to be allowed.
2. Critical study of one literary form, e.g. essay, drame, novel, folk lore, narrative and lyrical poetry. (The candidates will be expected to study the rise and growth of the particular literary form through various stages.)
3. Higher Grammar including etymology, prosody and Speech Training.
4. History of the language (the mother-tongue and its literature).
5. Two essays in each year to be written as home work based on the data collected on the reading of a number of books at home under the direction of the teacher.

*Note.*—First year—items Nos. 1, 3, 5.

*Note.*—Second year—items Nos. 1, 2, 3, 4 and 5.

*Note.*—Two papers of 100 marks each and 50 marks for the essays.

*Elements of Economics for the New Training Colleges.*

1. Forms of productive organisations.
2. Division of Labour.
3. Large Scale Industries and Organisations.
4. Agriculture—small scale and large scale.
5. Partnership.
6. Limited Companies.
7. How the prices are determined.
8. Money and Paper Currency.
9. Banks and Cheques.
10. Foreign Trade.

11. Self-sufficiency and Interdependence.
12. Rent.
13. Wages.
14. Interest—Profits.
15. Public Finance.
16. Crises in trade.

*Our Indian Economic Problems.*

1. Our Wealth.
2. Population—Efficiency.
3. Problems of Agriculture.
  - Small holdings.
  - Equipment.
  - Irrigation.
  - Cattle.
4. Collective Farming—Its possibility.
5. Land Revenue—System and drawbacks.
6. Agricultural debt and Sowkar.
7. Charkha and Village Industries.
8. Co-operative Banks.
9. Large Scale Industries.

*Present conditions and future possibilities.*

10. Problem of Foreign Capital.
11. Roads—Canals—Railways—Motors.
12. Export—Import Trade.
13. Our Public Finance.
14. Rupee and Exchange Rate.
15. How far is self-sufficiency possible in India.
16. Economic Planning for India.
17. Our Unemployment Problem.
18. Trade Unions.
19. Conditions of workers in large industrial centres.

*Note.*—All the topics should be treated in as simple and concrete a manner as possible with a very realistic attitude towards Indian conditions.



*School Management and Hygiene.*

(For the New Training Colleges.)

1. Time-Tables.
2. Examinations.
3. Home-Work.
4. Class-competition.
5. Management of one-Teacher and one-room Schools.
6. Organisation of games suited to schools without playgrounds.  
Organisation of games suited to schools with playgrounds.  
Organisation of games suited to schools with rough open spaces.
7. Rewards and Punishments.
8. School Hygiene :—Personal Hygiene and sanitation.
9. The Teacher — as the moral exemplar.
10. School and Parents—Relation between teacher and parent,  
School and Home.
11. General Discipline :—  
    Regularity, Punctuality, Time-Control.  
    Behaviour of Teachers and pupils in the class-room.  
    Behaviour of Teachers and pupils in mass activities.  
    Care of school furniture and other school belongings.
12. School Equipment :—  
    Type of furniture.  
    Apparatus required for class teaching.  
    Apparatus required for games.
13. Extra curricular activities and their influence on School Teaching  
    on pupils' life at School and outside School.

## PSYCHOLOGY AND PRINCIPLES OF EDUCATION.

*First Year.*

*Child Psychology.*—This should include the various stages in the growth of the pre-adolescent child with their bearing on the educative processes; the fundamental instincts like fear, anger, imitation, constructiveness, etc., and their significance to the teacher in matters of instruction and discipline; reflex, instinctive, purposive and purposeful

actions, formation of habits, laws of learning, attention, interest, effort and fatigue—their bearing on time tables, games and methods of instruction.

*Method.*—Play way in education, sense training, Kindergarten, Montessori system—their adaptation to India conditions—individual work, self expression, dramatics, group activities.

Methods of teaching number, language, nature study, geography, history to children of 6-11.

### *Second Year.*

1. Education as one continuous process, one stage in the system growing out of another.

2. Necessity of an integral education as opposed to instruction in several subjects separated from one another in watertight compartments.

3. The child as a growing and developing organism—the implications of this conception and their bearing on education.

4. Relation of mind and body.

5. Heredity and Environment.

6. Stages in Mental development.

7. Individual differences, intellectual and temperamental, inherited and acquired, and their bearing on education.

Necessity of different kinds of schools, different methods of treatment for different types of children, necessity of individual attention and methods of individual work, and self expression.

8. Intelligence testing and Vocational guidance.

9. Feelings, emotions, sentiments and formation of character.

10. Psychology of the Adolescent—its implications in education.

11. The Unconscious, its implications in education including school discipline.

12. The group mind and Social Psychology and its bearing on education and discipline.