

GOVERNMENT OF INDIA
MINISTRY OF EDUCATION
REPORT
OF
THE EXPERTS COMMITTEE
APPOINTED TO CONSIDER
THE ESTABLISHMENT OF NEW UNIVERSITIES.

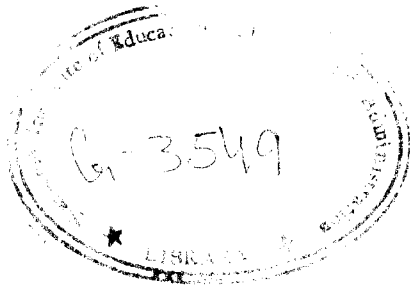


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GOVERNMENT OF INDIA.

(MINISTRY OF EDUCATION)

THE REPORT OF THE EXPERTS COMMITTEE APPOINTED BY
THE GOVERNMENT OF INDIA TO CONSIDER THE ESTABLISHMENT OF NEW UNIVERSITIES.

MEMBERS

1. Mr. Humayun Kabir, Additional Secretary to the Government of India, Ministry of Education—Member (Convenor).
2. Dr. K. S. Krishnan, Director, National Physical Laboratory of India, New Delhi—Member.
3. Professor N. K. Sidhanta, Member, Union Public Service Commission, New Delhi—Member.
4. Dr. V. S. Krishna, Vice-Chancellor, Andhra University, Waltair—Member.

Shri P. Gangulee, Under Secretary to the Government of India, Ministry of Education, was appointed Secretary to the Committee.

The Committee met at New Delhi on the 14th July, 1953.

Dr. V. S. Krishna, who has proceeded to United Kingdom to attend the Commonwealth Universities Conference, could not attend the meeting.

The Committee considered the terms of reference and was of the view that since the University Education Commission had already examined in detail the question of setting up new Universities, no fresh enunciation of principles was required. The Committee held that its task was therefore confined to an interpretation and elaboration of these principles as defined in Chapter XVII of the University Education Commission's Report.

The Committee thereafter took up, *seriatim*, the terms of reference:—

- (a) *To consider the minimum number of students and of educational institutions at various levels necessary for the establishment of a new University; and*
- (b) *to consider the number of Faculties and Departments proposed to be opened at the institution of the University and the programme of future development.*

(a) and (b):—The Committee considered the general principles which the University Education Commission had laid down and in the light of these principles held that a minimum strength of 1,000 graduate and post-graduate students distributed in at least three Faculties was needed for the establishment of a Unitary University, provided other necessary conditions were satisfied. For a Federative University, the Committee considered the following minima essential, namely: (a) at least two thousand students at graduate and post-graduate level, (b) at least three Faculties, and (c) at least four constituent colleges.

The Committee was of the view that the maximum number of students in a Unitary University should not exceed three thousand, while for the Federative type, the maximum may be fixed at 12,500, distributed in not more than 20 colleges. It was further agreed that no single Faculty of a University should have more than three thousand students.

The Committee was emphatic that, for reasons given in Chapter XI of the University Education Commission's Report, it would be most desirable to set up a purely affiliating University. The Committee shares the University Commission's view that such universities are "doing no harm to the good name of the Indian Universities as a whole than any other single factor". The Committee also reiterated the University Education Commission's recommendation that no new university should concern itself with teaching and/or examinations below the graduate level.

- (c) *To examine the financial resources, recurring and non-recurring, needed for the establishment of the University and the implementation of the programme of development and the sources from and the extent to which such funds are available.*

This aspect of University education had also been examined by the University Education Commission (page 454 of University Education Commission's Report); but whereas the University Education Commission has recommended the minimum recurring *per capita* cost per student as Rs. 400/-, the Committee felt that in view of increased costs, the minimum recurring expenditure should be Rs. 500/- per student. So far as the capital expenditure is concerned, the Committee was of the opinion that it should be Rs. 5,000/- per student, and to it was to be added a development reserve estimated at 25% of the original capital expenditure.

On this basis, the minimum required for the establishment of a Unitary University with a minimum of one thousand students would be as follows:—

Capital Expenditure	...	...	Rs. 50,00,000
Development Reserve	...	...	Rs. 12,50,000
Annual Recurring Expenditure	...	...	Rs. 5,00,000

Similarly, if the requirements of a Federative type of University were to be estimated, the minimum finances of which the University must be assured would, on the basis of a minimum of two thousand students, be as under:—

Capital Expenditure	...	...	Rs. 100,00,000
Development Reserve	...	...	Rs. 25,00,000
Annual Recurring Expenditure	...	...	Rs. 10,00,000

The amounts needed for capital expenditure and development should be guaranteed to the University over a period of five years, but at least fifty per cent. of the amount must be available before the question of the establishment of the University could be seriously considered.

- (d) *To consider the availability of suitable personnel for manning the different Departments and Faculties.*

It was held that if prospective University teachers were offered the scales of salaries suggested by the University Education Commission and if recruitment to posts was made on an all-India basis, the difficulty of finding suitable teaching personnel would be largely resolved. Special attention would however have to be paid in the case of teaching personnel for the Faculties of Medicine, Technology and Engineering and the Committee was of the opinion that the question should be carefully examined and the ground fully explored both before the proposed new University was to start functioning and before any new Faculty was to be opened.

(e) *To consider any special reasons for the establishment of a University.*

The Committee held the view that as the University Education Commission had already dealt exhaustively with this question in Chapter XVII of its Report, there was no need to examine it again.

(f) *To examine the specific issue of the establishment of a University for Madhya Bharat in the light of the conclusions under (a) to (e) above.*

The Committee was of the view that, taking into consideration the number of students at the graduate and post-graduate levels, the number of institutions already functioning in the State as well as its size, area and population, the Madhya Bharat's claim to have a University of its own was fully justified. The needs of the people, the distribution of the colleges and other institutions and the state of development of Madhya Bharat prescribed that the University to be established should be not Unitary but Federative with the various Faculties distributed in the towns of Gwalior, Indore and Ujjain. The distribution of Faculties should not interfere with the existing colleges, as at the under-graduate level it was considered neither possible nor desirable to centralise all teaching. As such, the various colleges in different towns of the State should continue to teach the various subjects up to the graduate level, but considerations of both finance and availability of personnel demanded that post-graduate teaching must be concentrated at one selected centre, except in the case of the Faculties of Law and Medicine.

After careful survey of the various institutions functioning in different towns of the State, the Committee was unanimously of the opinion that the most effective use of existing resources and the greatest promise of future development lay in the distribution of the post-graduate work in the Faculties in the following manner:—

<i>Sl. No.</i>	<i>Name of Faculty.</i>	<i>Name of the town at which it may be located.</i>
1.	Faculty of Medicine	... Gwalior and Indore.
2.	Faculty of Technology	... Gwalior.
3.	Faculty of Science	... Indore.
4.	Faculty of Indology	... Ujjain.
5.	Faculty of Law ...	... Gwalior and Indore.
6.	Faculty of Arts ...	... Indore.
7.	Faculty of Music and Fine Arts	Gwalior.

It will be noticed that the Faculties of Law and Medicine have been allocated to both Gwalior and Indore. This is both a recognition of existing facilities and also in conformity with the nature of the work which is to be carried out by these Faculties. For better co-ordination and harmony, the Committee feels that in their case, the Dean of the Faculty may be appointed alternatively from the two cities, so that when the Dean of the Faculty of Law is from Indore, the Dean of the Faculty of Medicine will be from Gwalior and *vice versa*. In the case of items 2 and 7, teaching of the graduate as well as post-graduate level should be concentrated at Gwalior.

The Committee also considered carefully the question of the headquarters of the University. In a Federative University with its Faculties distributed in three centres, the question of the headquarters should not assume the same importance as in a Unitary or an affiliating University.

There would, however, be a distinct advantage if the office of the University is situated in a place where the largest number of students normally reside. This would enable the Vice-Chancellor to be in contact with the students continually and if he periodically visits the other two centres, the problem of discipline and co-ordination ought to be easily met. The Committee is of the view that the State Government should give full consideration to these factors in deciding the location of the headquarters of the University.

The Committee, while it has recommended the establishment of a University for Madhya Bharat, wishes to reiterate that its recommendation is based on the assumption that the authorities concerned will ensure that the minimum funds prescribed for an effective Federative University are provided before legislative action is taken in this behalf. The existing resources of the State utilised in collegiate institutions cannot be regarded as adequate for the purpose. While some credit for the assets should be taken in calculating the capital requirements of the University, the Committee is of the view that it would be unsafe to assess these assets at more than a third of their present face value for purposes of the establishment of the University. The Committee is also clear that a Federative University in Madhya Bharat would fulfil the expectations only if the constitution of the proposed University was on the lines indicated by the University Education Commission and guaranteed the fullest possible autonomy to the University.

(Sd.) HUMAYUN KABIR.

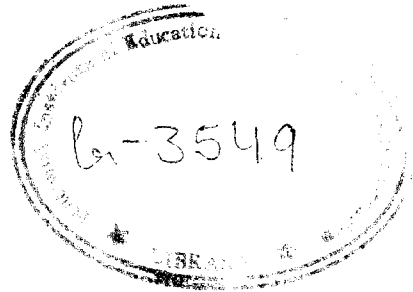
(Sd.) K. S. KRISHNAN.

(Sd.) N. K. SIDHANTA.

(Sd.) V. S. KRISHNA.*

*Note:—Dr. V. S. Krishna signed the Report after the other members had done so.

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STUDENT INDISCIPLINE

A STUDY IN CAUSES AND CURE

BY

HUMAYUN KABIR



MINISTRY OF EDUCATION

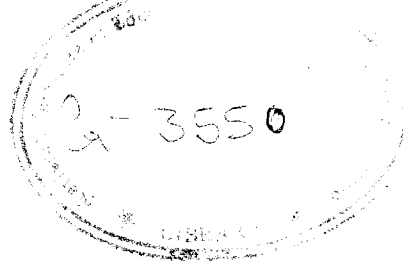
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TO THE MEMORY
OF
ROBERT RANULPH MARETT
A GREAT TEACHER AND A GREAT MAN

PREFACE

A Note on the problem of student unrest in the country prepared in December, 1953, was generally approved by Maulana Abul Kalam Azad, Minister for Education, India, and under his direction submitted to the Central Advisory Board of Education for consideration and advice. At this meeting held in February, 1954, the Board expressed its agreement with the analysis of causes and the recommendations made in the Note.

In the meantime, the Note had been circulated to some of our national leaders and others interested in the problem of education. Extracts were also published in *The Hindustan Times* and *The Hindustan Standard* in February, 1954. The Note found widespread support and many educationists expressed the wish that it should be amplified and published as a brochure so as to reach a wider public. It was also suggested that though the study deals specifically with India, many of its findings would hold also for other countries.

The Note has now been considerably amplified and re-written in parts. Financial proposals have been excluded as these are separately under the consideration of the Government. I am grateful to all who have made constructive suggestions, but the views expressed here are mine and I alone must take responsibility for them. I should also make it clear that these are my personal views and do *not* in any way commit the Government of India.

NEW DELHI:
12th July, 1954.

HUMAYUN KABIR
Educational Adviser to
the Government of India

There have recently been some instances of grave indiscipline among students that have attracted the attention of national leaders as well as educationists at all levels. In some cases, things have gone so far that teachers in schools or invigilators in examinations have been attacked. In others, there have been clashes with the police or sections of the public. Apart from such extreme examples of indiscipline, there has been a spirit of general turbulence and rebellion among large sections of the younger generation. Some of it is no doubt part of a general sense of unrest throughout the world due to the destruction of old and the failure so far to create a new set of values. There are, however, some special factors in India which contribute to student's dissatisfaction and indiscipline in the country. While the present situation rightly causes concern, the situation is not beyond control and effective measures can restore a more normal attitude among students and the younger generation. On the other hand, failure to take effective steps at this stage can so aggravate the problem that it may shake the very foundations of our national life.

I

It is obvious that before we can adopt effective measures, there must be a correct appraisal of the situation and clear definition of the causes which create the present unrest. An analysis of all the causes would require a volume but some of the factors which deserve special mention may be briefly indicated here.

A. The Loss of Leadership by Teachers

The first and foremost cause of the present state of unrest among students is to be found in the role the teachers play. Where there is effective leadership by teachers, there can be no problem of indiscipline among students. Unfortunately, teachers today do not command the respect and affection of their pupils to the extent they did in the past. For this they alone are not to blame. The major factors which have led to the loss of the leadership by teachers may be briefly described as follows :

(a) With the steady growth in political consciousness since 1920, students were also drawn into the political struggle. They did not consistently or continuously participate in struggles, but a general temper of revolt against political servitude and a desire to struggle for national liberation became widespread. The personality of Mahatma Gandhi, Mr. C.R. Das, Pandit Jawaharlal Nehru, Maulana Abul Kalam Azad, Mr. Subhas Chandra Bose and others also powerfully affected the imagination of young students. Teachers for various reasons were not able to take an active part in the political struggle and to some extent lost the respect and esteem of their pupils.

(b) There has been uncensuring and at times sweeping criticism of the prevailing system of education for the last 30 years. From criticism to condemnation is but one step. And the condemnation has extended to the teacher as well. This has shaken the confidence and morale of teachers and induced in the minds of the public a loss

of respect for the profession. It has also created among students a disrespect for both the system and the teachers and prevented them from utilising it for what it is worth.

(c) During this period, the teacher has also been continually losing in social status partly for the reasons mentioned above but mostly because of the fact that teachers belong to a lower income level. Thirty or forty years ago, few Indians had the prospect of high Government office. Openings in industry and commerce were also limited. As avenues in other directions opened, a situation developed where mainly the rejects from other professions turned to teaching.

(d) The general desire for more lucrative posts has been reinforced by the difficulties created by war-time and post-war inflation. The salaries of teachers which were in any case unsatisfactory, have now become inadequate even for bare subsistence. Teachers were forced to look for subsidiary income, particularly in the bigger cities. Many old teachers were forced to leave the profession, while young men were loth to become teachers. The result is that teachers today are not only economically poor but often frustrated and bitter men. This not only detracts from their position in society but makes them positive sources of danger to the community.

(e) The entirely justified demand for expansion of facilities in education has also contributed to a lowering of the prestige of the teacher in two ways. On the one hand, the low income and the demand for a larger number of teachers threw the profession open to people who were not qualified. On the other, disproportionately large increase in the number of students meant that personal contacts between the teacher and the taught were lost. In the past, such contact enabled teachers to win the loyalty and in many cases the affection of their pupils by their qualities of scholarship and/or character. In the new situation, unqualified teachers with little opportunity of personal contact with pupils cannot win the respect of their pupils in either of these ways.

(f) The teacher has little control over even educational issues. The universities, colleges and schools are often controlled by politicians. Even syllabuses and examinations are largely outside the purview of the teacher. Undue emphasis on examinations tends to turn the teacher into a mere agent for preparing pupils for examinations.

(g) Another reason why the teacher has steadily lost his leadership is his acceptance of paid private tuition on an almost commercial scale. There are teachers who give greater time and attention to private tuition than to their work in schools. Cases are not unknown where the teacher is so tired as a result of such private work that he cannot discharge his duties in the school adequately. Besides, the acceptance of direct payment from a pupil or a guardian establishes a type of mercenary relationship where the teacher becomes incapable of exercising the necessary authority or influence on the pupil.

(h) The factors mentioned above meant a deterioration in the quality of teachers both academically and otherwise. Once the quality of teachers deteriorated, their leadership over the students decreased even more rapidly. A vicious circle has thus been set up by which the loss of leadership of teachers tends on the one hand to keep abler people away from the profession and on the other, because able people keep away, teachers progressively lose their leadership.

B. Growth of Economic Difficulties

The loss of leadership by teachers would have been a serious problem at any time, but the growing economic difficulties made it even more critical. In spite of the increasing industrial and commercial development of the country and the opening of many new avenues of employment (like the Armed Forces or the higher Civil Services), formerly almost closed to Indians, the general economic distress has been on the increase. This is in part a world phenomenon. The immense destruction of resources and wealth during the War has created conditions of scarcity everywhere. Where countries industrially and economically more developed are in distress, it is not surprising that India should also suffer. In addition to the growth of population, what has made the situation more acute is the refusal of the people to tolerate conditions in which they had formerly acquiesced. This has affected the student community in various ways of which the most important are as follows :

(a) With the rapid increase in the number of pupils, many are now drawn from social strata which cannot provide them with their minimum needs. In the past, the number of students was small and they generally came from the wealthier classes. They did not therefore have to face any serious economic difficulties at least during their student life. As the number of pupils has increased and they are drawn from all levels of society, they have started feeling the stress of economic struggle even during student life. In many cases, pupils have to support themselves partially or wholly throughout their school and college days.

(b) Great as are the economic difficulties they have to face during their student life, even more grim is the prospect that faces most of them at the end of their scholastic career. The majority of students in secondary schools or colleges have no definite plans about their future and do not know what they would do after they have finished. Their education is largely purposeless, and because it is purposeless, it does not fit them for any gainful occupation. Large numbers flow from schools to colleges and universities simply because they cannot think of anything else to do. The result is that a large proportion of the young men and women in the universities are there, not because they have any special aptitude for or interest in higher studies, but simply because they know of no other way of passing the time while they are looking for a job. In many cases, they are not even looking for a job but living in the vague hope that something will turn up. What makes the situation even worse is the higher expectations aroused by entry into institutions of higher learning. The students are no longer content to accept openings which might have satisfied them after they finish school. Combined with the dis-

respect for the existing system of education which its constant and sweeping condemnation engenders in them, their lack of purpose and the hiatus between expectation and capacity induce in the minds of the younger generation a sense of frustration which threatens to corrode their character and destroy the very basis of society.

(c) The severity of the economic struggle is thus enhanced by a permanent feeling of financial insecurity. The living the pupils earn during their student life is precarious and uncertain. The prospect that awaits them at the end of their studies is dark and gloomy. The resulting mental stress is aggravated by the miserable conditions in which the vast majority of the pupils live. School and college boarding houses generally provide the minimum amenities but many of the private messes lack even the bare necessities of life. Living in unlovely and congested surroundings, many students develop an attitude of bitterness and resentment which is strengthened by the egalitarian temper of the age. When they compare their own condition with that of a small fraction of the community who are comparatively better off, is it surprising that many of them become rebels against the existing social order ?

C. Defects in the Existing System

While we must on the one hand resist the temptation of condemning wholesale the existing system of education, we must on the other make every effort to detect weaknesses and take effective measures to remedy them. There is no system of education which is free from defect, but this does not mean that defects which are discovered should not be immediately removed. There are some features in the existing system which are directly responsible for maladjustments in the student community and create among a large section a sense of discontent and frustration. Among them, only a few which require immediate attention can be indicated here :

(a) The present system of education is overwhelmingly literary and academic. This may be appropriate for a section of those who go for higher education, but it does not offer enough scope to children and adolescents whose tastes and aptitudes point towards an aesthetic, technical or other practical training. While it would be unfair to say that the aim of present day education is to create only clerks, it has to be admitted that it tends to create a bias for a white-collar profession, and many of its products are fit for little else. The system neglects the development of the senses and the physical capacities. It tends to create an aversion to physical labour among the educated who are often lacking in simple manual skills. It is also largely indifferent to the development of character and a sense of moral values among pupils.

(b) The system of education is not fully satisfactory even from the purely academic point of view. Syllabuses are often excellent and if faithfully pursued would develop in the pupils the power of independent thought and balanced judgment. What is in fact generally developed is a tendency to amass information without understanding. One main reason for this is the undue emphasis on and the nature of the final examination. Pupils are judged by the final

examination which is more often a test of memory than of understanding or judgment. As a result, they neglect their work throughout the whole academic year and seek to cram in the last few weeks enough information somehow to get through the final examination. This has various undesirable effects. Since, during the major part of the year, the energies of the pupils are not fully employed, they seek an outlet in various kinds of activities, some of which are definitely anti-social. The present system also encourages a habit of intermittent work so that many of the students become incapable of steady and strenuous effort over long periods. What is even worse, an undue emphasis on the final examination may and at times does encourage a tendency for adopting unfair means as a short cut to success.

(c) The fact that the possession of a degree is an essential condition for employment, whether under Government or in private offices or firms, except at the lowest levels, has aggravated the evils created by the emphasis on the final examination. Students who have done hardly any work throughout the year pin all their faith to the final examination and adopt various undesirable methods to achieve success. Besides, this insistence on a degree induces hundreds, if not thousands, to enter universities who have neither the capacity for, nor interest in higher education. In some cases, they are altogether unable to follow the work which is being done in university classes. The presence of large numbers of uninterested and/or inefficient students not only brings down standards and retards the progress of abler students but also creates fresh problems for the authorities. When students are interested in a subject, there is no problem of discipline in a class. Students who have neither the interest nor the ability to follow lectures tend to gossip and otherwise disturb the class. This does not remain confined to the classroom. Once they get into the habit of breaking rules in the class, they begin to break rules outside.

(d) The authoritarian character of the existing system of education is also an important factor in the growth of student unrest and indiscipline. This is a reflection of the authoritarian temper of our society where difference of opinion with an elder is often regarded as disrespect for him. The students have little scope for initiative and freedom in curricular or even co-curricular activities, and are generally passive recipients of orders from above. Instead of being a democratic community, the school is often a rigidly stratified society where authority at each level demands unquestioning obedience from those below. So long as the system of education offered a prospect if not a guarantee of employment and thus had a kind of justification in the eyes of the pupils and the parents, its authoritarian structure was not generally questioned. With increasing unemployment among the educated today, it is inevitable that there should be a reaction against past acquiescence. In the case of students and other young persons, this spirit of revolt was aggravated by the atmosphere of defiance engendered by the struggle for independence. Civil disobedience called upon the people to disobey unjust laws, but it was sometimes difficult to draw the line between just law and unjust. In any case, once students got into the habit of breaking some laws, they developed a spirit of disrespect for all

laws. Much of the student indiscipline of today is an aftermath of the part they have played during the days of the national struggle.

D. General Loss of Idealism

The constant pressure of poverty tends to destroy many of the finer feelings of man. The corrosive effects of prevailing economic distress have been aggravated by a general loss of idealism due to various factors. The course of world affairs in the last two or three decades has encouraged the growth of a spirit of cynicism, avarice and rebelliousness. A few of the major factors may be listed below :

(a) The two World Wars have set in motion a process of general demoralisation all over the world. During these wars, truth was the first casualty. Hatred became almost a religion with large sections of the people. The war saw the rise of a class who grew rich by adopting all kinds of objectionable methods. The hardships suffered by honest men when contrasted with the affluence of the war profiteers tended to lower the general moral standards of the community. Young people could not but be affected by the loss of morals and the prevalence of blackmarketing, bribery and corruption all around.

(b) Apart from a general lowering of standards in the community, the war led to the loss of seriousness of purpose among large sections of the students. During the war years, there was a feverish growth in certain types of business and industry. Government activities were also expanded on an inordinate scale. Large numbers of ill-qualified or unqualified young men found employment in these conditions. In many cases it was the unscrupulous rather than the able who prospered and it became widely held that neither character nor ability nor even hard work was needed for success in life. Is it surprising that students should be demoralised and academic standards and scholarship suffer during the war and its aftermath ?

(c) The spread of a materialist ideology has also contributed to undermine the sense of values by its insistence that ends justify the means. The communist demand for social justice has an immediate appeal, particularly to the young and holds out before them the prospect of a just social order. This element of idealism in communism makes its indifference to accepted values the more dangerous. In the background of economic difficulties, unemployment and disillusionment, young students are not frightened by the loss of moral ideals or even by the threat to personal freedom, as they consider these a price to be paid for attaining a minimum security.

(d) We have referred to the sense of economic insecurity from which students of the present generation suffer. Even more far-reaching have been the effects of the loss of their social moorings. Old social institutions and beliefs have decayed with the result that the youth of today lack a firm foundation on which to build their life. The joint family was at one time a frame of reference within which the individual could operate. Today, not only has the joint family disintegrated, but all family ties have been greatly loosened. One of the strongest forces for socialising the child has thus been weakened and has not been replaced by any other force. The child is thrown more and more upon itself, and feels uncared for and unpro-

tected. Much of the unrest and indiscipline among students is due to their feeling that they do not belong.

(e) Another factor which marks a change for the worse arose out of the very success of our national struggle. Twenty-five or thirty years ago, the heroes whom the young people admired were sufferers for a cause. Students then grew up in an atmosphere of idealism where the Congress and the national leaders held before them the challenge of suffering and sacrifice. With the attainment of freedom, the phase of struggle is over and those who were the leaders in the struggle are the leaders in the Government. This is inevitable but it has unfortunately induced a spirit of cynicism in the young, particularly among those who have no personal recollection of the sufferings of our national leaders but see them today in positions of power and prestige.

(f) The low social status of teachers has also contributed to the loss of idealism among pupils. In fact, it has warped their sense of values from early infancy. Children read in books about the respect that is due to teachers and contrast it with the actual state of affairs. This has induced in them a tendency to accept as natural even glaring discrepancies between profession and practice. They have thus come to believe that what is taught in books has no application to life. Plato has described the lie in the soul as the greatest evil that can befall an individual. We have today a community which by its disrespect to the teacher encourages the growth of the lie in the soul in the entire growing generation.

(g) The factors mentioned above have created an attitude of mind where success is the only value that the young recognise. Success is interpreted in a narrow sense and mainly in terms of worldly comforts. The success which demands long endeavour and labour for a cause (like the creations of art or the discoveries of science) is less respected today than the material success evident in the attainment of wealth.

II

Now that we have indicated some of the major causes of the present unrest and indiscipline among students in India, we can proceed to consider measures for eradicating them. Not all of them can be removed at once. The disease has grown over the years and the remedy will have to be a long drawn out process. Also, there is room for difference of opinion about the order of priorities among remedial measures but to my mind a beginning must be made with the problem of the loss of leadership by teachers. This is specifically a problem of education, while the other major causes demand action at many levels. If the leadership of the teacher can be restored, this would in itself go a long way towards solving the other problems. A respected and competent teacher can help to check the demoralisation and cynicism which prevails among students. Once the morale of students has been restored, this is bound to influence every strata of society.

A. Measures for Restoring Lost Leadership of Teachers

Our first measures must therefore be directed to restore leadership to teachers at various levels. While recognising the need for constant

reform, sweeping condemnation of the existing system of education must cease. As already pointed out, such unqualified condemnation has no effect other than to demoralise the teacher and create a sense of frustration among the students. Measures for educational reform can and must be carried on unceasingly but without exaggerating the defects of the existing system. We must also see that there is no sharp cleavage between teachers, old and new. The new teachers must have faith and enthusiasm in their work, but this should not express itself in the form of aggressive superiority nor must they regard old teachers as educational outcasts.

One of the first measures must be for improving the quality of recruits to the teaching profession. There must also be some relation between the number of teachers and the taught. Till better men are attracted to the profession, no real improvement can take place. At the same time, even the best of men cannot be fully effective so long as there is the present disparity between the number of teachers and students. The number of teachers must be increased, not only in order to improve the quality of teaching but also because of the profound psychological effect it will have on the country. At the elementary level alone, a national system of education would require about 2.7 million teachers. At present the number of teachers in elementary schools is only a little over 6,00,000, so that, given the necessary expansion in education, at least two million elementary teachers could be absorbed in the system. There would be resultant increases in the number of teachers at the secondary and higher levels. Unemployment among the educated is one of the main causes of the present sense of frustration among the youth. If even another four hundred thousand teachers at all levels were employed, educated unemployment would be virtually liquidated. This would create an atmosphere of hope and progress among the youth and bring about a revolutionary change in the psychological climate of the country.

Economic measures are essential but are not by themselves sufficient for improving the quality of teachers and raising their status in society. There are some who would place the entire emphasis on the improvement of scales. Others think that measures for increasing the professional competence of teachers will solve the problem. Still others hold that an appeal to the idealism of teachers will suffice. It is however only a combination of the three that can give us the desired results. The following measures are suggested at the university level :

(a) Of the many reasons why able people are not today attracted to the teaching profession, two deserve special mention. On the one hand, the spirit in universities has deteriorated and there is lack of a proper academic atmosphere. On the other, the salaries paid are extremely poor and compare unfavourably with salaries paid to persons of commensurate qualification in almost any other profession.

Steps must be taken to restore the academic atmosphere of universities by weeding out political parties and intrigues. Vice-Chancellors and other officers of the university must be appointed

on academic and *not* on party considerations. The acceptance of the Radhakrishnan Commission's recommendations regarding the selection of the Vice-Chancellor and the reconstitution of university syndicates and senates would go a long way in removing these evils. The implementation of these recommendations would require the amendment of various University Acts, but would have hardly any financial implications.

Simultaneously, salary scales must be raised, particularly at the initial stages. The national interest demands that a fair proportion of the ablest men and women in the fields of the humanities as well as science and technology should be retained in the Universities. If the Universities could offer an initial salary which is comparable to what young men can expect in Government service, commerce and industry, some of the best men in their early youth are bound to be attracted to the profession of teaching. Once they are there and have developed an interest of their special fields, the higher rewards which Government Service, commerce and industry offer for the successful man is not likely to wean away except only a few, and these will be men and women who have no sense of vocation for teaching. The conditions of work and employment are so much pleasanter in the universities that once the major needs of life are met, higher pay in other spheres of life is not likely to tempt many away. There is no doubt that in India also, some of the ablest among the students can be attracted to and retained in the teaching profession if the initial salary is higher or at least comparable to the administrative services.

(b) In addition to such general measures of improvement in salaries, there must be some special categories of posts for men and women of exceptional distinction. One suggestion is to institute a system of National Professorships which will carry not only higher salaries but also be recognition of high achievement. No university will be entitled to a fixed quota of such appointments for no one will be appointed a National Professor unless he or she is recognised as an authority in the field. Appointment may be in *any* subject on the recommendation of a National Selection Committee. Once appointed, the Professor will hold appointment for life and may teach in any university in India. It is probable that not many universities will be able to find more than one person fit for appointment as a National Professor. Some will not find even one. Nevertheless, the existence of such posts would inspire university teachers to greater efforts and assure them society's regard for high achievement. One immediate result of the institution of such Professorships would be to stop the drift of able men from the universities.

(c) Another necessary measure is to extend special recognition to teachers who have the capacity to build up the corporate life of the campus. There are even in the adverse conditions of today some teachers in each university who are the friends, philosophers and guides of their students. In many cases, such teachers have an influence not only on the students who are studying in their own departments but on the entire student body of the university. Such teachers, if given adequate recognition, can do a great deal in restoring the leadership of teachers. They can also help in removing the sense

of purposelessness and frustration from which a large number of students suffer.

(d) An analogous step is to extend special recognition to the members of the staff who have a special flair for teaching. Everyone of us can remember some teachers who, even if they were not outstanding scholars or researchers in their own fields, possessed a special quality by which they were able to give the students a new enthusiasm in their studies. The power of communication is a most important element in teaching and is not always proportionate to the learning of the teacher. If the aim of a university is both to transmit to the younger generation the knowledge already in the possession of the community and to extend the boundaries of such knowledge, it is obvious that it must have on its staff both the pure researcher and the pure teacher. There is at times a tendency today to emphasise research at the cost of teaching. Research is certainly important but a teacher should also get recognition for his teaching qualities. It may be difficult to suggest mechanical tests for judging such competence but the judgement of students is often a fairly sure guide. In fact, sometimes the students are better judges of the capacity of the teacher than the teacher is of that of the students.

(e) There must also be provision for higher training of teachers of colleges and universities by creating facilities for specialised study abroad. The institution of special scholarships for the purpose would not only attract a number of able young men to the teaching profession but also help to improve the academic atmosphere of our universities by giving young teachers an opportunity to live in the more scholarly environment of selected western universities. We have to admit that with some honourable exceptions, a majority of teachers in our colleges and universities have lost a sense of dedication. In some of the western universities, this spirit is still in evidence in abundance. Some of these universities have a much better academic atmosphere and have on their staff men who are truly dedicated in spirit. Contact with such men in their early youth is bound to have a profound influence on the future generation of our teachers.

It will contribute to the same purpose if we can secure for each of our universities the services of at least one distinguished professor from abroad for a period of three to five years. The presence of one man can often change the atmosphere of an entire campus. If we choose our foreign professors wisely, they will help both to raise the standard of teaching and to create a proper academic atmosphere in the university. In fact, the best results will be secured if the invitation to a foreign professor and the deputation of young teachers for study abroad are carried out as parts of an integrated programme so that the young men on return can take up and continue the work which the foreign professor may have initiated.

(f) Improvement in the academic atmosphere and increase in the emoluments of teachers at all levels are essential, but equally important is the need to improve the social status of teachers. It will take long before salary scales can be adequately raised because of financial and other reasons. There is, however, nothing to prevent

special measures for increasing their social status. Normally in Government service, and elsewhere, the status of a person is linked up with his emoluments. There are, however, variations to this rule. A junior member of the Indian Civil Service had a higher status than a member of a Provincial Civil Service even when the salary of the Provincial Service man was higher. Ministers today invariably draw lower salaries than members of the permanent services but this has not in any way affected their prestige and social status.

The position of the Ministers may be safeguarded by the political power they exercise. In the case of the teachers, certain special measures would be required for increasing their standing in the community. We must try to recapture the ancient tradition where social prestige had no necessary relation to the economic standing of the individual. In ancient India, learned men were held in honour even if they were poor and it is only in recent times that social status has come to be so closely associated with the possession of wealth.

(g) Of the various measures for improving the social status of teachers, one which has worked well in Turkey may be adapted to our use. Whenever the Turkish Government contemplate any important legislative measure, they appoint a committee of university teachers to examine it from an academic and expert point of view. The Government are not bound to accept the advice of such a committee but the fact that university teachers are first consulted helps to raise their status before the public. The practice is educationally beneficial and politically sound. Teachers are given concrete problems to study and deepen their understanding of reality. The analysis of a problem by an academic body which is comparatively free from political prejudices is an advantage to the Government and enables them to avoid mistakes which might otherwise have been committed under the pressure of political and party passions.

What has been said regarding the need for improving the salaries, social status and professional competence of teachers in colleges and universities applies with even greater force to teachers in secondary and elementary schools. Their salaries are in many cases hardly adequate even for their basic needs. Their social status is a cause for constant concern to all who wish to preserve the prestige of the academic life. In many cases, their professional competence does not satisfy even the extremely low minimum prescribed today.

(a) The need for revising the salaries of elementary and secondary teachers is the greatest and also presents the greatest difficulty because of the numbers involved. As against less than 30,000 teachers of all grades in universities and colleges, the total number of teachers in elementary and secondary schools is approximately 8,00,000. Even the most modest measures for improving their economic status would thus involve huge amounts but if we are serious about the future of the country, there is no alternative to finding the necessary funds.

(b) Even more than teachers in colleges and universities, teachers in the elementary and secondary schools require special measures for increasing their status in the public eye. Because of financial reasons, it is unlikely that any improvement in the salary scales that can be carried out in the immediate future would place them among the economically well off. Their demand today is only for an income which will satisfy their basic human needs and free their mind from the constant worry of making two ends meet. In such a context, special measures for increasing their social status become inescapable. The Government of India have recently initiated a step which can add to the status of the teacher at negligible cost to the State. Presidential receptions for primary school teachers were held in the Rashtrapati Bhavan in New Delhi. They cost a nominal amount, but the very fact that invitations were issued to men and women whom the villagers have till now regarded as of little importance caused a stir in the countryside. Every State could organise similar receptions and other special functions for secondary and elementary school teachers attended by the Head of the State and its Chief Minister. If the Chief Minister of each State makes it a point to meet a number of secondary and elementary school teachers at every centre he visits, this would help to raise greatly the status of the teaching profession in the eyes of the general public, specially in the rural areas.

(c) One other measure of great importance in this context is to raise the status of the Headmaster. A good Headmaster can make all the difference to a school. One of the secrets of the great success of the British Public School system is the status and quality of the Headmasters. Thirty or forty years ago there were in India well known Headmasters with Provincial and, in some cases, an all-India reputation. Today it is difficult to find Headmasters who are recognised even throughout one State. One of our immediate measures must, therefore, be to raise the status of the Headmaster. He must not only be given a salary which will attract the right type of person but also allowed wider powers in the appointment and promotion of teachers in a school. In a word, the Headmaster must be the key man in the institution and made fully responsible for its progress and improvement. Once the responsibility for the welfare and reputation of the school is placed squarely on his shoulders, he can be expected to rise to the occasion.

I found that in Japan Headmasters of secondary and elementary schools are given practically the same scale and this is comparable to the salary of executive officers. In Turkey, I found that an elementary school teacher starts on about Rs. 250 a month and goes up to Rs. 500, as against about Rs. 1,100 to 1,500 for a Secretary to the Government. In other words, the ratio between the maximum salary of a primary school teacher and that of the highest administrator is only about one to three. In India, this ratio is sometimes as great as one to eighty.

(d) A great enemy of the quality of teaching at the secondary and the elementary level is boredom and monotony. Teachers tend to lose interest by repeating the same lessons year in and year out. Measures must therefore be taken to break this monotony. The

value of in-service training in improving the quality of teachers cannot be stressed too much. In recent years, Britain has demonstrated how even unqualified teachers have been transformed beyond recognition as a result of such training. We must, therefore, increase the provision for refresher courses and in-service training for teachers. One way of doing so is to organise seminars and study camps for teachers at all levels. The All-India Headmasters' Seminar which was held in 1953 under the auspices of the Government of India was attended by 50 Headmasters from 25 States. It did not cost even Rs. 20,000, but has already had considerable effect in raising the morale of Headmasters throughout the country. It has also led to the establishment of the first professional association of Headmasters in India. It was accordingly proposed to continue with such Camp-cum-Seminars for Headmasters, and during 1954-55, ten such Seminars were held in different parts of India with funds provided for the purpose by the Ford Foundation.

A State Headmaster's Camp-cum-Seminar on similar lines would cost much less. It should not therefore be difficult for any State to organise two such Seminars every year. This would mean that about a hundred Headmasters of the State would benefit annually. This would help to raise the entire tone of secondary education in the country in the course of a few years. Similar Seminars and Study Camps should also be organised for Headmasters of elementary schools and other teachers.

(c) Refresher courses and in-service training offer welcome breaks in the monotony of the teachers' life. We must, in addition, offer them the opportunity of restoring spiritual and physical health through holiday camps and convalescent homes. Few Headmasters and fewer teachers in secondary or elementary schools can afford to enjoy a holiday because of financial reasons. Yet they are in greater need of such amenities than people of most other professions. Classroom work year in and year out drains the energy and vitality of the teachers. Unless there be breaks which enable them to recuperate, their work tends to become dispirited, lifeless and mechanical. This may result in a permanent damage to the younger generations and must be avoided at all costs. Provision for holiday camps and convalescent homes even on a modest scale would have a most striking effect on the morale of teachers. Such measures would not only make them feel that the community has regard for their welfare but improve immediately the quality of their work.

(d) The Managing Committees of schools must be so constituted as to minimise, if not eliminate, party squabbles and cliques. If elections and intrigues have damaged discipline in universities, their effect on schools has been even more harmful. There are instances where the Secretary of the Managing Committee becomes a petty tyrant over Headmasters and teachers. If elections cannot be altogether avoided in the constitution of the Managing Committees, some method like the election to the Board of Regents in New York State may be adopted. The Board is the supreme educational authority in the State and is elected by the State Legislature. It is still almost totally free from party politics. The reason for this is that of the 13 members of the Board, only one is elected each year

and holds office for a term of 13 years. Since the Governor of the State has a tenure of four years and the members of the Legislature of only two years, the influence of the party on a member tends to be very small after the lapse of one or two years. A similar method of election for the Managing Committees of Indian schools would greatly reduce the party factions and intrigues which so often disfigure the life of the school community.

(g) The evils of the present practice of private tuition must be checked, but this can be done effectively only if the teachers are paid living wages. Even now, there are rules that a teacher cannot accept a private tuition without the knowledge and consent of the Headmaster. There are also rules which regulate the number of private tuitions a teacher is permitted to accept. These rules are, however, more often violated than observed. The usual defence of the teacher is that he must live before he can teach and his wages are not enough to meet the minimum needs for himself and his family. With gradual improvement in the scales of salary, such rules may be more strictly enforced for regulating private tuition by teachers. Till such time as scales are sufficiently improved, it should at least be provided that tuitions must be arranged through and in the school. The Headmaster may be authorised to make arrangements for special coaching of children who are comparatively weak or backward and have the work carried out on the school premises by selected teachers under his supervision. Fees derived from such coaching classes should be divided among all teachers, though naturally those who participate in the programme should be entitled to a larger share. It must all the same be ensured that there is no suggestion of favouritism or patronage by the Headmaster in the selection of teachers for the purpose. In this way, the present practice of uncontrolled private tuition could be checked and conditions created where teachers devote their entire energy and attention to their work in the schools. One might go so far as to say that even without any other change in the present situation, this one measure—if effectively carried out—could bring about a revolutionary improvement in Indian education.

B. Measures for Dealing with Economic Difficulties of the Students.

The economic difficulties which the pupils face cannot be removed overnight or in isolation from the rest of society. Conditions in academic institutions will remain unsatisfactory till there is general improvement in the economic situation of the community. Nevertheless, every attempt must be made to effect improvements and remove disabilities as far as possible. Some of the measures proposed will require assistance from public funds, but the sums need not be very large. The following specific measures are suggested.

(a) Steps can and must be taken to increase facilities for meritorious students who are economically handicapped. This problem is most acute at the university and college level, though sometimes pupils in secondary schools also have to earn their living. There is at present provision for scholarships, stipends or other concessions for about 15 to 20 per cent of the pupils in schools and colleges.

The number of such beneficiaries from public revenues is very much greater in a richer country like Great Britain. In a university like Oxford, over 80 per cent of the students are in receipt of public assistance in one form or another. Our resources may not allow public assistance on such a scale, but some increase in the present provision is both necessary and possible. In view of our limited resources, we must also consider other methods for assisting students in maintaining themselves. One of these may be to enlist student labour on a much larger scale than has been done hitherto in providing some of the essential school and college services. The U.S.A. offers a shining example in this respect. Many of the students there work their way through school and college by working as bell-boys, waiters, janitors, newspapermen, library assistants and in other capacities. Another means of helping needy students would be to employ them in improving amenities in schools and colleges as described in a later paragraph.

(b) While the educational institutions can and ought to help to ease the financial burden on students, they must also take steps to ensure that students are able to take advantage of the facilities offered. The lack of purpose which characterises so many students today must be removed by better planning of education. To receive elementary education may be an inherent right of every citizen, but in our existing circumstances, the right to education beyond the elementary stage must be earned. There should be a fairly careful scrutiny at the end of the elementary and a much more severe one at the end of the secondary stage. Only such pupils as have special aptitude and interest should normally be permitted to go to colleges and universities. The selection should be done largely by teachers and mainly in the form of advice to their pupils.

There is nowadays a tendency to think of psychiatrists, psychologists and other experts whenever we talk of advice or vocational guidance for pupils. It is doubtful if such luxuries are desirable even for a country which can afford them. It is too much to expect that an expert can give a correct appraisal of a child's aptitudes and tastes by meeting it once or twice for half an hour. The attempt to provide such guidance for all children on a personal basis with adequate observation of each child over a long period would, on the other hand, be beyond the resources of the richest country. In any case, such a programme would be simply out of the question so far as India is concerned.

This need not, however, rule out the possibility of advice and guidance for our children. Teachers who have an opportunity of observing the child throughout the year and sometimes for several years continually are in a position to form a fair estimate of the child's aptitudes and tastes. What is needed is that teachers should establish personal contacts with their pupils. Quite obviously, the success of any such scheme would depend on close cooperation between teachers and parents. If the teachers take a greater interest in their pupils and establish personal relations with the parents, teachers and parents between themselves can give the children the best possible advice for their future career. This may require the introduction of

a system analogous to the proctorial system in vogue in residential institutions by which each teacher is made responsible for a number of pupils placed in his charge. In existing circumstances, there is a risk that the system may at times degenerate into petty tyranny and/or surveillance by small-minded teachers, but the risk of such abuse of the system would be negligible if teachers work in close cooperation with parents and guardians.

If teachers play their role with vision and wisdom, adoption of such a system would have the double advantage of helping to restore the leadership of the teacher and of diminishing, if not eliminating, the present purposeless drift of adolescents into colleges and universities. By controlling the quality and number of entrants into higher education, it would also reduce the gap between expectation and capacity which is responsible for much of the frustration among the youth of today.

(c) The economic difficulties of students will not, however, be solved overnight. Nor will the institution of advice and guidance by teachers and parents immediately succeed in diverting all students into channels of education or training for which they are specially suited. The improvement of amenities in schools and colleges is therefore an immediate *must*.

We may deal with self-help programmes first. Construction or improvement of play-grounds, stadiums, theatres and gardens and in the case of older pupils, the building of schoolrooms or hostels should, wherever possible, be undertaken under the leadership of teachers. That this is not impracticable is proved by the experience of voluntary organisations in different parts of the country. Special mention may be made of Bhau Rao Patel of Rayat Sikshan Sanstha of Satara who has constructed buildings for one college, four training schools, many high and primary schools and some hostels almost entirely by the labour of the students who live in them.

The enlistment of student labour under the leadership of teachers for improving basic material amenities in educational institutions will have various advantages. It will help to ease the struggle for such pupils as have to maintain themselves by offering them the opportunity of earning at least part of their keep. It will also help to improve the physical environment in which they live and which, as already pointed out, is a major factor in creating a sense of bitterness among them. It must be recognised that playgrounds and gardens, assembly halls and rest rooms and libraries and reading rooms are essential to a school if it is to serve as a centre of community life and contribute to the allround development of the child and the adolescent. In addition, such programmes will enable the teachers to come into closer contact with their pupils and open to the pupils creative channels for their energy.

Apart from such self-help programmes, schools and colleges may also initiate and assist projects where paid student labour can add to the wealth of the community. Examples which come readily to the mind are projects of local bodies or non-official organisations for the

provision of social services like night schools and health centres or of amenities like public gardens and parks.

The State should also take steps to supply tiffin to school children either free or at nominal prices. School lunches have done more for the improvement of morale among pupils than almost any other single factor in both the U.K. and the U.S.A. A nominal charge may be imposed but the Principal or Headmaster should have the discretion to allow free lunches to at least such of the pupils as cannot pay. Wherever possible, students should work for the free supply of lunches. The Basic system offers the hope of contribution by the children to school funds. There can be no better use of such contribution than to utilise it for providing meals to the children themselves. If there be any surplus, the funds may be utilised for giving them simple school uniforms.

C. Removal of Defects in the Existing System of Education

Large-scale reconstruction of the existing system is bound to take time. Besides, such reconstruction will be a continuing process, as there can be no finality in a living function like education. Some of the more obvious defects can and must, however, be removed immediately in the light of our earlier analysis. The following points may be specially mentioned :

(a) Both the University Education Commission and the Secondary Education Commission have suggested reconstruction of secondary education in order to meet the requirements of adolescents of diverse tastes and aptitudes. Elementary education may be uniform in character, as the main purpose of education at this stage is to give the child an essential body of information and to develop in him certain habits of thought and action. With the coming of adolescence, differences in taste and aptitude begin to be clearly marked. Secondary education has therefore to be more diversified. During 1954-55 the Government of India initiated a scheme for the conversion of 500 existing secondary schools into multi-purpose higher secondary schools. It is expected that with greater variety of courses at the secondary stage, an increasing number of adolescents will be diverted from purely academic studies. This will help to relieve the pressure on the universities. It will also help to remove one of the chief causes of the sense of discontent and frustration among young men and women by providing gainful occupation to many at the end of adolescence.

Along with these changes in the structure of the curriculum, steps must be taken to provide for the physical and moral education of pupils. For students in colleges and universities, membership of a body like the National Cadet Corps is important, not so much from the point of view of military training, as for its value in developing the physique and inculcating habits of regularity and discipline among young men and women. The ultimate aim should be to make such training available to all students who desire to have it, but this may not be easy of realisation because of the finances involved. Facilities should, however, be so enlarged that all such students get at least one year's membership of the National Cadet Corps.

In view of the cost of the National Cadet Corps, a simplified form of service and physical education for all able-bodied students may be instituted. The cadets trained in the N.C.C. may serve as the leaders and instructors for such courses, thus reducing the cost of the scheme and offering the trained cadets the opportunity of exercising leadership. Such courses may be made available to all students who desire to join the Corps. In addition, every student free from physical defect may be required to satisfy a minimum standard of efficiency in various types of physical tests. Insistence on better physique of students as part of their academic routine would help not only in improving discipline but also in giving them more buoyance of spirit.

For school children, scouting and guiding offer excellent opportunities of developing character and initiative. They not only provide a healthy and useful outlet for the energies of the children but make them more self-reliant and resourceful. They also help to develop in them a spirit of service to the community. Without making participation in such activities compulsory, facilities should be so expanded and membership made so attractive that hardly any children are left out.

(b) Along with the diversification of courses and increase of co-curricular activities, it is necessary to reconstruct the existing system of examinations. At present, there is undue emphasis on the final examination with the result that the energies of the adolescents during the major part of the year are largely unutilised. Much of the present unrest and indiscipline among students will disappear if they are compelled to work steadily throughout the year. The demand of continuous application to work would drain superfluous energies and leave little scope for mischief. It would also encourage in them habits of steady work and development of such habits is one of the major purposes of education. Reconstruction of the system of examination by which the worth of a student would be assessed after taking into consideration the record of his work throughout the year as well as his performance at the final examination would thus bring a new discipline into the life of the majority of the students.

It is also necessary to modify the prevailing modes of classroom teaching in both schools and colleges. What generally happens now is lecture or discourse by the teachers with the pupils as mere passive listeners. Because pupils are not required to be active, their attention is prone to wander, particularly if the teacher or the subject is heavy or dull. From inattention to indifference is but one step. Once this happens, the basis of discipline in the class is shaken and it is not long before there are outward manifestations of indiscipline. It is now universally recognised that children in elementary classes should be given activities which will keep them engaged and arouse their interest in classroom work. Similar results may be obtained by introducing tutorials, seminars and discussions in the case of older pupils. Where they have to participate actively in the work of the class, the discipline of work develops their character and makes them better members of the school community.

The method of teaching now commonly used entails more work for the teachers than for the pupils. If the burden of lectures and discourses is lightened, the teacher can supervise the work of pupils more effectively. A fully developed system of tutorials and seminars would demand an appreciable increase in the number of teachers and may not therefore be financially feasible in the near future. Two devices would, however, help in reducing, if not overcoming this difficulty. One is to cut down the number of hours given to lecture or discourse and use them for supervising the work of groups of pupils. The other is to use senior or abler pupils to supervise some of the work of younger pupils. These two measures, if used in judicious combination, would also reduce the size of a class and thus enable closer contacts between teachers and the taught. By calling for greater effort and initiative on the part of the pupils, it would also improve the quality of the education they receive. Simultaneously, it would enable the teacher to pay greater attention to pupils either individually or in small and manageable groups. A shift in the emphasis from lecture or discourse by the teacher to activity of the pupils would thus overcome one of the main weaknesses of the existing system of education.

(c) The present insistence on the possession of a degree for employment except at the lowest levels must also go. The example of Great Britain has shown that a sufficient number of able persons can be recruited to the public service without insisting on a degree. In fact, the dissociation of a degree from employment has had a beneficial effect in the U.K. on standards of both universities and services.

Abolition of this condition would in another way help to improve the general atmosphere and have a direct bearing on the problem of discipline. In Great Britain, recruitment at various levels of service is based on age. The result is that a fair proportion of young persons have already been absorbed in various professions and avocations by the time they are 19. They receive further training in their own special lines after they have been definitely fixed up with jobs. The small numbers who continue with their studies do so either with a view to higher learning or in order to qualify themselves for professions which require a higher degree of technical or scientific knowledge. The introduction of such a system in India would immediately draw away from universities and colleges large numbers who are there without any purpose and are often quite unfit for higher education.

(d) There must also be a greater democratisation of the school atmosphere so that pupils have a greater sense of freedom and initiative. The mentality of defiance which has grown up in recent years among large sections of the youth is partly due to a reaction against their former blind acceptance of authority. If students are denied freedom within their own limited sphere, is it surprising that when the supervening forces are removed they should at times break out into license? Where students find modes of self-expression in sports or cultural or academic activities, the revolt against authority is never so marked or serious. Where students are deprived of normal and

healthy outlets for their various urges for freedom, they tend to resort to activities that are unsocial or anti-social. Discipline grows out of a sense of responsibility and the sense of responsibility grows only out of the exercise of responsibility.

Among measures offering greater self-government to pupils, special mention may be made of the system in which the school is divided into Houses. Each House is again divided into a number of classes. In each class 20 to 25 children are placed in charge of a teacher who is assisted by one or more monitors. In choosing monitors, character is given even greater importance than academic distinction. These monitors are given considerable responsibility in maintaining discipline in the classes. We should adopt the system with such modifications as local conditions may require. Further, the monitors of different classes should together constitute a Council of Monitors for maintenance of discipline in the school as a whole. The Principal or Headmaster should recognise these monitors as leaders in their respective classes and the Council as the collective leadership of the school. With some minor modifications, the system should work even better in a college or university.

The Council of Monitors may also constitute a Juvenile Court of Honour. It is common experience that if children are put on their honour, they refrain from indiscipline and other undesirable acts. The system of Honour should be developed from the earliest classes right up to the university stage.

There is another important reason why pupils must be given the opportunity of expressing themselves in diverse ways. Trial and error is the instrument through which life teaches us its most important lessons. It is better that these experiments of trial and error should occur in a sphere where error may not result in grave danger to society. If students are given a greater share in the governance of their own affairs, it will have a three-fold influence in restoring the sense of discipline and responsibility they have so largely lost during the years of political struggle. It will keep them busy and engaged and employ their energies in useful activities. It will train them in the art of citizenship and self-governance so that in later life they may avoid mistakes which would otherwise damage the structure of society. Most important of all, in carrying out tasks they impose upon themselves, it will bring to them the joy of self-realisation.

D. Measures to Revive a Sense of Values among Students

We have already referred to the fact that student unrest and indiscipline is a part of the general malaise of society in the modern world. If we complain of lack of idealism among large sections of the youth, this is a reflection of society's loss of the sense of values. Students are an integral and perhaps the most sensitive section of the community. It is obvious that we cannot expect a strong sense of values among them, if the general temper of society is sordid and mean. This only throws into sharper focus the fact that education is a social function and must improve or deteriorate with the improvement or deterioration of society in general. If we are to

revivive a spirit of idealism among students, we must create a social atmosphere where values are held in high respect and students feel an urge towards realising them. It is thus largely a question of restoring a sense of values in the community itself.

It cannot be reiterated too often that the lowering of the social status of teachers tends to warp our sense of values from infancy. This is in fact one of the major reasons for the loss of values among the younger generation. The actual plight of the teacher is a standing denial of what is theoretically accepted to be his due. The glaring discrepancy between theory and practice undermines the students' basis of faith. Even more damaging to their faith is the conduct of disgruntled teachers. Nowhere is it truer than in the case of the young that "example is better than precept". The example of disillusioned, disaffected and impoverished teachers serves to bring down the standards of conduct of pupils and therefore of society. If the measures we have recommended for improving the status of the teacher and restoring his leadership are carried out, one of the major reasons for the decay of idealism among students will disappear.

Once the status of the teachers has been restored, it may be expected that the profession will regain its sense of values. We can then think of measures which will induce in the pupils a sense of their obligation to society. In all countries, students are maintained by the effort of others and draw their sustenance from the wealth of the community. In a country like India, where our per capita annual income is not even Rs. 300, a school pupil costs the community not less than Rs 500 to Rs. 600 a year, while a student in a college or university costs much nearer a thousand. Since pupils contribute hardly anything to the production of social wealth during their tutelage, this means that the per capita income of three persons is required to maintain a school child. Similarly, the cost of maintenance of a college student amounts to the per capita income of four or five persons. This fact imposes on all students a special obligation. On completion of their studies, they must seek to return to society more than they have consumed. If they cannot do this, they must at least compensate society for what society has spent on them.

One of the ways of inducing in students a sense of their obligation to society is to encourage them to associate with various types of projects for the upliftment of the community. With the advent of adolescence, they should learn to realise that education is a great privilege which society offers to them and they must, consistent with their primary duty of preparing for future citizenship, try to pay back some of their debt to the community. Various types of community services may be developed with the active participation of students. In some countries, colleges and schools have adopted a neighbouring village and worked for its improvement in various ways. In others, students and other young persons have contributed directly to programmes of national development and construction. In India, programmes of reconstruction of national life, whether in the form of community projects or national extension service or

the provision of essential services like education and sanitation offer a splendid opportunity to the young.

We have referred to the aftermath of the World Wars and the spread of a materialist ideology all over the world. While their invidious influence cannot be denied, we should not ignore the capacity for devotion and sacrifice which the experience of war has evoked among millions. The end of the first World War saw young men dream of peace based on justice, equality and liberty. The end of the second World War has brought freedom to vast numbers and made the ideal of social justice part of the texture of civilised society. In any case, we must remember that idealism is the most marked characteristic of adolescence. There is at this stage of life a sudden upsurge of emotions and young persons are prepared to face any risk for the sake of an ideal. Hardship and danger have a special appeal to the young and if the right ideals are placed before them, there are no heights to which they may not rise.

One word may be said here about the role of religion in creating a spirit of idealism among the youth. Religion resolves many of the conflicts which paralyse thought and action. It releases energies that recognise neither difficulties nor defeat. Religion not only permits but encourages identification with forces greater than one's own self. It thus enables the individual to transcend the bounds of avarice and selfishness. It is only when religion gets entangled with dogma and ritual that it is a limiting factor and cause of friction among men. In its wider aspect of liberation of the individual from the bondage of self, religion is one of the greatest forces for the upliftment of man.

Since it is during adolescence that the mind is most ready for identification with a higher cause and willing to sacrifice everything for its sake, it is necessary that pupils must not be denied the liberating influence of religion in this wider sense. Shorn of dogma and ritual, it will express the great human ideals which form a universal ethic for all men. Unless students are brought into contact with these great ideals of man, their lives will remain impoverished and meaningless.

One way of doing this is to organise a daily Assembly in schools and colleges where all students may get an opportunity of sharing in the riches of man's common heritage. To gather together for a few minutes, even if it be in silence, reminds the pupils of their common membership in academic life. The Assembly is thus valuable in itself, as it imposes on all the discipline of participating in a common experience. In addition, through common worship or the reading of great texts, it offers them an opportunity of coming into contact with some of the higher values of life and recognising the basic unity of human ideals and aspirations. It is a general experience that schools and colleges which have an Assembly are invariably marked by a better discipline and fellowship among their pupils.

Realisation of the basic unity of human ideals will also make it easier to carry out a programme of reorientation in the study of our

history and national traditions. Much of the conflict and bitterness in the modern world is due to a wrong teaching of history. Till very recently history has been regarded as little else than a record of war and conquest. Men and nations have therefore been judged, not by their contribution to human welfare, but by their success on the battlefield. Even national traditions have been used as instruments of national chauvinism and national pride. Individuals and nations have taken inordinate pride in military victories and forgotten that wars invariably lead to a lowering of at first material and later ethical standards.

If wars have in the past retarded human progress and led to social deterioration, they threaten the very survival of man in the context of the modern age. It is therefore a matter of urgency that students today should get a better perspective of the world and realise that the history of man is an age-long march towards greater light, freedom and sweetness in which men and women of different nations, countries and ages have cooperated, consciously on some rare occasions, but more often without being aware of their common goal and common endeavour. Men have been more sensitive to the struggle and competition on the surface than to the far-flung cooperation which lies at the basis of human progress, but they must now learn that it is only a half truth that the struggle for existence is the law of life.

If competition has at times furthered the cause of progress, cooperation has been basic to the survival of the species. This is particularly true in the case of man. With his weak senses and low physical powers, he has yet triumphed over the rest of creation only because he was able to cooperate on a scale unknown to any other animal. This he has been able to do because of language. Speech gave him the power to communicate with a precision and over an area of experience which is unique. Since language is a social heritage that is transmitted from one generation to another through education, teachers owe it to Society to emphasise the element of cooperation implicit in all communication through language.

We have already pointed out how cynicism and loss of ideals among the young is due to their sense of economic, social and psychological insecurity. We have also indicated some of the measures necessary to eradicate the sense of insecurity from the minds of the young. Closer mutual contacts between teachers, pupils and parents will go a long way to develop a sense of community in the young and to make them feel that they belong. Once the young have this feeling, they would not suffer so much from the sense of purposelessness which today baffles them. Even if the system of joint family has decayed, cooperation between teachers and parents may safeguard for the child some of the values which were formerly provided by that system. Emphasis on cooperation in society must not stop at abstract relations between groups, but cover also the day-to-day contacts between individuals of different age and relationship. If the youth of today can feel that the tradition of their forefathers is something which is living and growing, their sense of not belonging will vanish.

An essential condition for revivifying traditions is to recognise the inevitability of change. One of the major reasons for the youth's loss of social direction is the mental distance between different generations. Each generation clings to its own ideas and refuses to accept any growth or change. The younger generation with its different background and environment is out of tune with the ideals of the old. If, therefore, the older generation recognises that its ideals must be adapted before they can be adopted by the coming generation, one of the major reasons for clash between fathers and sons will disappear. Along with this will disappear much of the restlessness and loss of values which characterise the younger generation of today.

The several measures suggested above will go a long way towards solving the problem of indiscipline and unrest among students. It would, however, be unwise to expect immediate or magic results even if all the suggestions in this study are adopted. It is also unlikely that all the measures can be introduced simultaneously. In adopting them, we would be introducing measures not only of educational but social reform. If education trains the future citizen, it also determines the shape of future society. The value of such education depends on the character and competence of the teachers who impart it. That is why the fate of society depends on the quality of its teachers. It is no exaggeration to say that incompetent and dissatisfied teachers undermine the very foundation of society. Their incompetence and dissatisfaction infect the children and sow the seeds of revolution, disruption and decay. A band of teachers devoted to ideals and pledged to the continual recreation of traditions can on the other hand ensure conditions of unlimited progress and prosperity for mankind.

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