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REPORT

OF
Third National Seminar
ON
COMPULSORY PRIMARY EDUCATION

AT
HYDERABAD

ON
MAY 27—JUNE 2, 1963

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07-29-2000

Publication No. 695

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REPORT OF THE THIRD NATIONAL SEMINAR ON COMPULSORY PRIMARY EDUCATION Hyderabad

The Third National Seminar on Compulsory Primary Education was held at Hyderabad from 27th May to 2nd June, 1963. A list of the delegates, who participated in the Seminar is given in Annexure I (pages 28—30).

II. INAUGURAL FUNCTION

May 27, 1963

11 a.m. to 12 noon

The inaugural function of the Seminar was held at 11 a.m. in the Preparation Hall of the Hyderabad Public School, Begumpet. Dr. (Smt.) T. S. Soundaram Ramachandran, Union Deputy Minister of Education, presided and the inaugural address was delivered by Shri P. V. G. Raju, Education Minister, Andhra Pradesh.

(a) Welcome Address

Welcoming the delegates to the Seminar, Dr. V. C. Vaman Rao, Director of Public Instruction, Andhra Pradesh, said:

"I am happy to extend a hearty welcome to all of you. Indeed, it is a great privilege for Hyderabad to act as host to the Third National Seminar on Compulsory Primary Education this year.

"Hyderabad may rightly be considered as the heart of India. It has a happy mixture of various religions of our country and peoples speaking different languages like Telugu, Tamil, Marathi, Hindi, etc., live here most amicably. I may, therefore, venture to say that this city is the best example of emotional integration. It is a sprawling city of distances, which is growing in all directions, and is supposed to enjoy a salubrious climate. But just now, we are in the midst of a short but severe summer. I wish we may get some showers and the weather improves.

"It will not be out of place, if I mention here a few aspects of educational development in Andhra Pradesh. We have about 37,000 elementary schools and about 3,000 secondary schools in our State. During the third Five-Year Plan, it is proposed to enrol 16 lakhs of additional children in classes I to V in connection with the programme of universal, free and compulsory primary education which was introduced from the beginning of the academic year 1961-62 for

the age-group 6-7 under the Andhra Pradesh Primary Education Act, 1961. It was extended to the age-group 6-8 during the last academic year and it is proposed to bring children of the age-group 6-9 under compulsory primary education during this year, i.e., 1963-64.

"The targets fixed for the enrolment of children for the first two years of the Plan were realised in the first year itself. Owing to the enormous increase in the enrolment of children, the Plan provision for the appointment of additional teachers was not adequate. Now, the short-fall of teachers is estimated to be as high as 15,000. Owing to a drastic cut in the allotment of funds under Education, no provision could be made for 1963-64 towards the appointment of additional teachers and for the free supply of books, etc., to poor children, although these measures are very essential for the successful implementation of the scheme of universal, free and compulsory education and for keeping up the tempo of the awakening generated among the people. Unless the required number of additional teachers is appointed, which I consider is the minimum in this programme, it may be difficult to extend this scheme in the coming year. It is also necessary to provide funds for grant-in-aid to local bodies for the construction of buildings, free supply of books and stationery etc.

"To overcome the shortage of teachers, two of the solutions which are currently suggested, namely, shift system and larger pupil-teacher ratio, may have to be considered very carefully, especially in view of the socio-economic conditions of our country. In the rural areas particularly, parents desire to keep their children in schools for longer hours. If the double shift system is to be adopted, the period of instruction in schools will be automatically reduced. Secondly, a larger number of pupils per teacher may not be academically very sound, because the teacher will not be in a position to pay adequate individual attention to the children. There is already a good deal of stagnation in primary schools and I am afraid that the increase in the pupil-teacher ratio may worsen the position. Therefore, this Seminar may have to throw light, with generating heat (I mean without controversies), on these problems which we are facing today.

"Finding that the supply of school lunches to needy children would go a long way in the increase of enrolment of children and also to ensure better attendance at school, we have started school lunch programmes on a large scale with the help of CARE. Last year, two lakhs of children were benefited by the programme in Andhra Pradesh. In the coming year, this programme will be extended to 8 lakhs of children.

"Myself, the staff of my Department and the staff of the Public School will do our best to make the stay of the delegates as comfortable as possible and I hope you will bear with the shortcomings, if any, with patience. Once again, I welcome you all heartily."

(b) Inaugural Address

Dr. (Smt.) T. S. Soundaram Ramachandran then requested Shri P. V. G. Raju, on behalf of the Ministry of Education, the delegates present, and herself, to inaugurate the Seminar.

Shri Raju then delivered his inaugural address. He said:

"It gives me great pleasure to be with you this day and inaugurate the Third National Seminar on Compulsory Primary Education. You are meeting in Hyderabad to discuss the progress made in the first two years of the Plan, to consider adjustment of programme of primary education in view of the national emergency, and to discuss training of primary school teachers, etc. This seminar, I think, has a special significance on account of financial limitations, caused by the national emergency. During your deliberations therefore, you may have to consider the ways and means of continuing the programme of compulsory primary education according to the Plan in spite of the emergency.

"One of the most important programmes with which the masses of the country are vitally concerned is the expansion and improvement of primary education in the country. In the third Five-Year Plan, this programme not only visualises the establishment of a school within easy walking distance from the home of every child in the country but also envisages the enrolment of about 166 lakhs of additional children in the age-group of 6-11 and the enrolment of about 30 lakhs of additional children in the age-group of 11-14. It is also estimated that about 5 lakhs of additional teachers will have to be appointed for this programme. A national scheme of this magnitude requires accurate planning, continuous watch, and constant evaluation of the progress.

"In the first Seminar held in Delhi in 1961, the foundation for universal primary education was envisaged and laid. The second National Seminar held at Pachmarhi in 1962 considered the targets achieved in the first year of the Plan and several other related problems pertaining to primary education. I am sure your past experience will help a great deal in the formulation of suitable suggestions for the successful implementation of the scheme.

"The most pressing problem of today is the national emergency and its effect on educational development. The last eight months have brought about a slowing in the tempo of work. However, it is gratifying to note that enrolment in the primary classes during the first two years of the third Plan has exceeded the initial estimates by a wide margin. In Andhra Pradesh the enrolment in the very first year itself exceeded the targets set for first and second years of the Plan. This fact expresses the deep interest evinced by the people in primary education. Primary education has created a new awareness and enthusiasm among the people, and more and more children with thirst for knowledge are coming forward to be enrolled in the schools. Fulfilling adequately this great thirst is a challenge which educational planners in India have to face. We have to provide the educational facilities to meet the requirements of the people. It would indeed be a great folly if their awakening should be dimmed and their enthusiasm dampened. The national emergency has created a new situation. How to rise to the occasion and meet the challenge? This then is the challenge that this Seminar has to face and through its deliberations a solution will have to be found adequately satisfying the needs of the hour.

“Practical suggestions to meet the situation range from the reduction of operational cost of the scheme by either increase in the pupil-teacher ratio or by the introduction of a shift system. The former would result in reducing the number of additional teachers to be appointed and consequently may bring about some economies. The latter will enable us to enrol more children without appointing additional teachers. These two methods would no doubt result in some saving. But you will have to carefully consider whether the adoption of these methods will not in any way affect the quality of education and further lower the existing standards of education. There is already a cry that the pupil-teacher ratio is very high and in some cases it is said to be as high as 60:1. These two approaches lack a basic realism because of the fact that in the field of primary education, it is necessary to provide a school in each village, for we are basically a rural nation, and this would mean that it is impractical to expect young students to travel long distances to attend school. Therefore, the economy measure envisaged in the present form is impractical. It is a completely different question if the decision arrived at envisages a reduction of the over-all outlay on education because of paucity of funds; in any case I fervently hope that this will not be the case and that even apart from the emergency, additional funds would be made available for maintaining as well as increasing the tempo of education.

“In the field of primary education, the newly evolved Panchayati Raj is playing a very important role. This is but natural, for in the awakening of the people, effective working of primary democracy is ensured. In the rural area, primary education today is the responsibility of the Panchayat Samitis. This pattern has been implemented throughout the State of Andhra Pradesh. The placing of the responsibility of the administration of primary education on the shoulders of the Panchayat Samitis must automatically lead to a new awareness on the part of the local administrator. The primary school teacher, therefore, fulfils a very important role and it is in the developing satisfaction and pride of the rural community that the future progress of the school system arises. If there are many problems, they are merely teaching problems which pertain to an adjustment of relationships between the primary school teacher on the one hand and the leaders of public opinion on the other. The burden of finding the necessary resources for defraying part of the expenses of primary education is today the responsibility of the primary bodies. The tax resources of these bodies, however, are very inelastic and it is merely an expectation to contemplate the possibility of these bodies raising additional taxes to bear the burden of their responsibilities. It may, therefore, be many years before it will be possible to transfer the responsibility of primary education wholly on to the shoulders of the Panchayat Samitis, in the various States. Till such time, the various State Governments and the Central Government will have to bear the bulk of the expenditure involved in this great mass programme.

“In the State of Andhra Pradesh as well as elsewhere there has been a tendency during the last few years to overstress the responsibility of official agencies. I feel the stage has been reached when it is necessary that a large percentage of the responsibility of bearing

the burden of education be progressively taken over by private agencies. An adequate balance, therefore, has to be achieved. While, therefore, in the rural areas the broad pattern of development would be such that primary education would solely be the responsibility of the Panchayat Samitis, in the rapidly developing towns as well as in the larger rural communities where there are diversified cultural and religious minorities as well as where there is a large measure of prosperity, private bodies or associations who are prepared to come forward to develop educational facilities should be adequately encouraged by the State. This encouragement, apart from helping to ease the problem of financial stringency, would naturally create a base for composite culture, harmony and goodwill in the community. This approach is the basic guide upon which we are developing the pattern in our State.

“One of the sad features of our educational development is the shortfall in women’s education in all its aspects. The over-all percentage of enrolment of school-age children falls low due to the shortfalls in the enrolment of girls. There are economic, social and religious barriers which are responsible for this state of affairs. Incentives such as attendance scholarships, free supply of clothing, books and stationery, were tried in the past in order to see that more and more girls are enrolled in schools. Women teachers have been appointed in primary schools so that the presence of women teachers would bring in more girls. The construction of quarters for women teachers in the rural areas has been taken up. All these measures have improved matters to some extent, but there is still a great gap in women’s education. This matter has to be tackled with great vigour.

“Before closing, I would take this opportunity of welcoming all of you to our fair city of Hyderabad. Hyderabad is the second capital of India where all the cultural streams of the Nation meet. Here the North mingles with the South, the West and the East. The majority of the languages of India are spoken in Hyderabad and the rich traditions of Islamic culture blend in the heart of Deccan with the most ancient lines of culture of our sub-continent. Those of you who are making this visit to Hyderabad for the first time, I would request to visit our landmarks, especially the Salar Jung Museum which is a monumental creation by the late Nawab Salar Jung belonging to an aristocratic family which provided for many generations the Prime Ministers of the State of Hyderabad. It would not be an exaggeration for me to state that the Salar Jung Museum is the single largest monumental collection of art treasures undertaken by any person in the whole world. We are proud of this treasure and I recommend to you a visit to this Museum before your departure. For those of you who are more venturesome, I would suggest a trip to Nagarjunasagar where a mighty project is being developed on the Krishna river. I should, however, warn you that a visit in the heat is something which must be most cheerfully borne at this time of the year. I look forward to your stay in the city and to the deliberations of the Third National Seminar on Compulsory Primary Education.”

(c) Presidential Address

Dr. (Smt.) Soundaram Ramachandran then delivered her presidential address. She said:

"I am not going to inflict a long speech on you. I would rather like to think aloud, in your company, of a few problems which confront us at this crucial stage. The 'emergency' is often used to justify the reduction of funds for education in general and for primary education in particular. But we must not allow this to happen. From our beloved Prime Minister down to the school teacher, everybody is interested in the promotion of primary education and the funds needed for this programme have to be found somehow.

"The expansion in the enrolment of boys and girls in the age-group 6-11 is going on fast and is fairly satisfactory, except in a few States where some special problems exist. As my friend, Shri Raju said, the enrolment of girls is comparatively unsatisfactory, and in some backward areas, it is very difficult to bring the girls to school. Apart from this difficulty, the enrolment programme has not only fulfilled our targets but has gone beyond them.

"The main problem is not enrolment, but the quality of primary education. What sort of primary education are we going to give to our children? The children of today are very different from the children who came to school 30 or 40 years ago. The social background from which these children come is totally different. There is no tradition for education; most of them have illiterate parents and come from what may be called the lowest strata of society. The quality of primary education assumes greater significance because of these changes. When we were in primary schools, only children of middle class and well-to-do families were enrolled and there was also some sort of a continuation education given at home. This continuation education is not there now because the children coming to school belong to the lower strata of society. I would, therefore, request you to thrash out and evolve a scheme to improve the quality of primary education.

"I shall now turn to the need to increase the pupil-teacher ratio. This seems inescapable in view of the financial position. Shri Raju has rejected the shift system; but there are various other alternative methods to achieve the purpose in view. It is claimed that in some Western countries, the pupil-teacher ratio is 50:1. I do not know. I really think that an ideal ratio should not be more than 30:1 or at the most 40:1. But how are we going to get over the difficulties of finance, which is going to be a bottleneck for sometime to come? Instead of the shift system, we may have the sessional system and economise on buildings and equipment. In this event, we do not cut much into the school hours, although I feel that long hours of instruction (i.e. 4-5 hours per day) may not necessarily be good for children especially in the first and second grades. But that is for people like you to evolve a suitable method for solving these problems.

"There is another programme of improvement of equipment and provision of midday meals and textbooks etc. needed by children

I have been a social worker, in the rural areas especially, and I feel that it is here that we can do a lot in mobilising the help of the community for improvement of these schools. We are professional beggars and I know our people would respond adequately if they see a school in their own hamlet. If we arouse their interest and mobilise their cooperation, we can do a lot for improving the schools and their equipment. This is an important problem about which we have to think. It will enable us to go ahead without waiting for government to give money.

"About girls' education, I feel that the shift system of the morning and afternoon sessions would be more helpful. This is not a problem in backward States where girls do not come to school. There are not enough women teachers or separate schools for girls available. In our society, girls are needed in the house for helping the mothers. We cannot break this custom—in fact there is no necessity to break it. I would like to suggest that we should adjust the school hours in such a way that some girls come in the mornings and some in the afternoons. I would naturally like to think of some such possibility because it is very important. I know that, if we have pre-primary schools we can get over this difficulty. But when we have no money for expanding primary education, it is idle to think of pre-primary education on a large scale. Wherever some private enterprise or some village community can come forward for the promotion of pre-primary education, let us by all means encourage it. But this cannot solve our problem and hence it is very important to devise methods by which we can bring the girls to schools and also see that they continue to be in the school. The only way to get over these problems is to train the local women as teachers and put them back in their own area. Then alone, I think, our primary schools in the neglected areas will become a reality.

"Training of primary school teachers is another important matter for improving the quality of primary education. I feel very sorry—in fact there are many things for us to feel sorry—that we have a large number of untrained teachers. There is another field in which we have to concentrate to improve our primary education.

"I have already said a few words about pre-primary education. I have seen some very fine Montessori and kindergarten schools. How many of them can we afford to have, especially in the rural areas? It is just impossible, for some decades, even to dream of such schools. We have to devise a scheme of pre-primary education which would become rooted in our rural traditions and which would not take the children away from their homes and, at the same time, give a good pre-primary education. Shri Naik will tell you how the Central Government is trying, with the help of a few experts, to evolve a good scheme which would not be very expensive but which could be implemented at least in a few places. As an experiment, in every State a block is taken for implementing the integrated child welfare programme and in this programme pre-primary education is given a very important place. I know we can never have fully trained teachers if we have to bring 60-70 per cent of the children to school. Necessity being the mother of invention, all of you should try and help us to evolve a scheme which is good and, at the same time, not

very expensive. When it is introduced in one block, it will be extended to other blocks in course of time.

“About finance, I do not want to take much of your time. As you know, primary education is a State subject. The Central Government comes in only by way of running some projects, taking up improvement of education at various levels where it can play its part effectively. Therefore, it is very difficult for me to tell you whether the Central Government can find the necessary additional finance to implement the primary education programme, not only for keeping up the targets, but also for improving the quality. There are States which have provided adequate funds in spite of the emergency and there are others which could not find the necessary funds, even though the targets could be achieved. This has brought about a stage in primary education which makes me shudder sometimes. What is going to be the fate of these children who are huddled with one teacher and with no equipment? Because of the emergency, various taxes like the Compulsory Deposit Scheme have been given effect to and it is expected that every State Government will receive a few crores of rupees of additional income during 1963-64. It is up to you to see that the necessary minimum funds are made available for primary education and thereby solve the question of finance. Some States have provided not only the amount which they spent last year, but even larger funds for 1963-64. If even one State could do that, why not others?”

“I am just placing some of these problems before you. We shall discuss them together; we shall share our experiences and thereby go home with additional strength to work out this scheme under very difficult circumstances. Such a seminar serves—of course it serves many purposes—a most important purpose as I see it. India is a big country and, therefore, it is very important for all of us to come together, know each other and understand our difficulties as well as our strong points. By sharing our experience and learning together, the good things from one State can be taken to other States and I am sure that every State has its own strong points and contributions to make to the general cause of primary education. Therefore, in a way, this Seminar serves a very good purpose and that is why we attach the greatest importance to it. I have attended one such seminar after I joined the Ministry. I should say that I learnt a good deal from it.

“You would have read in the papers about the Central Advisory Board of Education recommending an increase in the working days. This point also, you may consider here. Whether an increase in the working days would be enough or whether we should also increase the working hours, is a matter for you to consider. I, however, feel that we have far too many holidays and that, even on working days, we are not putting in our best. How much more we can do by increasing the working hours and working days, it is for the Seminar to consider.

“I hope we would be able to evolve a scheme for the year 1963-64, which will add more substance to our education and also make rural India feel that it has a place in our hearts. I once again welcome you all and I am very happy to be with you and take part in the deliberations.”

(d) Vote of Thanks

Shri J. P. Naik, Adviser, Primary Education, Ministry of Education, then proposed a vote of thanks to the Union Deputy Education Minister who presided over the function; to the Education Minister, Andhra Pradesh, who delivered the inaugural address; to all the State Governments and Union Territories who had participated in the Seminar and sent delegates; and to the authorities of the Hyderabad Public School, Begumpet, who had placed their buildings at the disposal of the Seminar for its deliberations and made all arrangements for the board and lodging of the delegates. The vote was seconded by Shri S. M. Ahmad, Additional Director of Public Instruction, Bihar, and was unanimously adopted.

III. PRELIMINARY SESSION

May 27, 1963

12 noon to 1 p.m.

Immediately after the inaugural function, the first preliminary session of the Seminar was held for the adoption of the agenda and the election of the office-bearers.

Shri J. P. Naik, Adviser, Primary Education, Ministry of Education, proposed that Dr. V. C. Vaman Rao, Director of Public Instruction, Andhra Pradesh, should be elected the Director of the Seminar. This proposal was seconded by Dr. K. B. Majumdar of West Bengal and was unanimously adopted. Dr. Vaman Rao thanked the delegates for the honour conferred upon him and commenced the deliberations of the Seminar.

The Director then read out the following seven items which had been proposed by the Ministry of Education for inclusion in the Agenda:

- Item No. 1: A Review of the Third Plan
- Item No. 2: Effect of Emergency
- Item No. 3: Training of Elementary Teachers
- Item No. 4: Perspective Plan
- Item No. 5: Review of the Scheme of Orientation of School Teachers in Community Development, jointly promoted by the Ministry of Education and the Ministry of Community Development, Panchayati Raj and Cooperation
- Item No. 6: Orientation Training of Primary School Women Teachers of Rural Areas in Community Development and Women's and Children's Welfare

Item No. 7: Conditions for Recognition of Rural *Balwadis*
by Education Departments

Shri S. M. L. Srivastava of Rajasthan proposed that, as suggested by the Union Deputy Education Minister, the problem of 'Quality of Elementary Education' should be discussed by the Seminar as additional item No. 8. This was agreed to and the Seminar adopted all the eight items of the agenda.

The Director next requested the Seminar to elect the other office-bearers and the following persons were elected unanimously:

- (1) *Joint Director*: Shri J. A. Vakil, Deputy Director of Education, Maharashtra
- (2) *Secretaries-General*: Dr. K. B. Majumdar, Chief Inspector of Primary Education, West Bengal; and Shri Y. R. Desai, Deputy Director of Education, Gujarat
- (3) *Chairmen*:
 - Group I (Agenda Item Nos. 3 and 8): Shri S. M. Ahmad
 - Group II (Agenda Item No. 4): Shri G. P. Shivaram
 - Group III (Agenda Item Nos. 5, 6 and 7): Smt. Radha Kakkar

The Seminar decided that each Group should elect its own secretary. It was also decided that items 1 and 2 should be discussed by the Seminar as a whole.

IV. SECOND GENERAL SESSION

May 27, 1963

3 p.m. to 5 p.m.

The second general session of the Seminar began at 3 p.m. with Dr. Vaman Rao in the Chair. Dr. (Smt.) Soundaram Ramachandran, the Union Deputy Education Minister, also attended this session.

As Dr. Majumdar had to leave immediately for Calcutta on account of personal reasons, the Seminar elected Shri P. R. Viswanathan Nair, Planning Assistant to the Director of Public Instruction, Kerala, as the Secretary-General of the Seminar in place of Dr. K. B. Majumdar.

(a) Achievement at the End of the Second Plan

The first problem to be taken up for discussion was to review the progress likely to be made in the third Five-Year Plan in enrolling children in the age-group 6-11. For this purpose, the Seminar tried to assess, in the first instance, the targets reached at the end of the second Plan and found that these had generally been exceeded, as in Table I that follows:

TABLE I

ACHIEVEMENT AT THE END OF SECOND PLAN (1960-61)

STATE	ENROLMENT IN CLASSES I TO V (Estimated)			ACTUAL ENROLMENT			INCREASE/DECREASE IN ENROLMENT		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
I	2	3	4	5	6	7	8	9	10
1. Andhra Pradesh .	17,50,000	10,70,000	28,20,000	18,40,664	11,35,391	29,76,055	+90,664	+65,391	+1,56,055
2. Assam | .	6,79,000	3,89,000	10,68,000	7,10,842	4,14,742	11,25,584	+31,842	+25,742	+57,584
3. Bihar .	24,00,000	8,00,000	32,00,000	24,45,627	7,38,868	31,84,495	+45,627	-61,132	-15,505
4. Gujarat | .	12,30,000	7,70,000	20,00,000	13,06,777	7,23,607	20,30,384	+76,777	-46,393	+30,384
5. Jammu & Kashmir	1,54,000	43,000	1,97,000	1,64,808	44,988	2,09,796	+10,808	+1,988	+12,796
6. Kerala .	12,58,000	10,86,000	23,44,000	12,81,068	11,09,821	23,90,889	+23,068	+23,821	+46,889
7. Madhya Pradesh .	16,00,000	4,00,000	20,00,000	15,53,778	4,41,914	19,95,692	-46,222	+41,914	-4,308
8. Madras | .	21,26,000	12,24,000	33,50,000	20,53,136	12,80,243	33,33,379	-72,864	+56,243	-16,621
9. Maharashtra .	24,47,000	14,53,000	39,00,000	24,96,866	14,51,779	39,48,645	+49,866	-1,221	+48,645
10. Mysore .	13,64,000	7,80,000	21,44,000	13,60,639	8,07,203	21,67,842	-3,361	+27,203	+23,842
11. Orissa .	7,50,000	2,50,000	10,00,000	9,70,899	4,39,961	14,10,860	+2,20,899	+1,89,961	+4,10,860
12. Punjab | .	12,26,000	4,60,000	16,86,000	9,76,740	4,62,926	14,39,666	-2,49,260	+2,926	-2,46,334
13. Rajasthan .	9,51,000	2,00,000	11,51,000	8,99,042	2,15,460	11,14,502	-51,958	+15,460	-36,498
14. Uttar Pradesh | .	32,00,000	8,43,000	40,43,000	32,24,830	8,68,171	40,93,001	+24,830	+25,171	+50,001
15. West Bengal .	18,67,000	9,85,000	28,52,000	18,81,457	10,20,693	29,02,150	+14,457	+35,693	+50,150
TOTAL .	2,30,02,000	1,07,53,000	3,37,55,000	2,31,67,173	1,11,55,767	3,43,22,940	+1,65,173	+4,02,767	+5,67,940

It will be seen from Table 1 that the anticipated enrolment at the end of the second Five-Year Plan has been exceeded in Andhra Pradesh (1,56,000), Assam (57,584), Gujarat (30,384), Jammu and Kashmir (12,796), Kerala (46,889), Maharashtra (48,645), Mysore (23,842), Orissa (4,10,860), Uttar Pradesh (50,001), and West Bengal (50,150). Shortfalls have occurred in Bihar (15,505), Madhya Pradesh (4,308), Madras (16,621), Rajasthan (36,498), and the Punjab (2,46,334). It may be said that, except in the Punjab, the shortfalls are of the minor order.

(b) A Review of the Progress of Primary Education (Age-Group 6-11) during the Third Plan Period

The Seminar then reviewed the progress of primary education (age-group 6-11) during the third Five-Year Plan separately for each State and Union Territory. While doing so, it took into consideration the original target fixed for the third Five-Year Plan as a whole, the annual achievements during 1961-62 and 1962-63, and the probable achievements during 1963-64. On the basis of these, it tried to estimate whether the targets fixed for the third Five-Year Plan could or could not be reached or could be exceeded. A brief summary of its findings on these issues is given below:

(1) **ANDHRA PRADESH:** The third Five-Year Plan of Andhra Pradesh in primary education is ambitious and proposes to enrol 16 lakhs of additional children and to raise the total enrolment in classes I-V from 28·2 lakh in 1960-61 to 44·2 lakh in 1965-66. This ambitious plan was necessitated by social and historical circumstances. The present State of Andhra Pradesh was formed by combining the Telugu areas of the old Madras State with the Telangana area of the old Hyderabad State. These two areas were very unequally developed and there was, in consequence, a natural demand to level up the provision of educational facilities in the two regions. To achieve this goal, the State was compelled to frame an ambitious plan of enrolling 16 lakhs of additional children.

In 1960-61, Andhra Pradesh had enrolled 29·76 lakhs of additional children in classes I-V. That is to say, it had exceeded its second Plan target by 1·5 lakh. In order to reach its third Plan target, therefore, it needs to enrol only 14·5 lakhs of additional children. Out of these, it was able to enrol 3·82 lakhs of additional children in the first year by appointing 3,300 additional teachers. This large enrolment was made possible because the State also raised its pupil-teacher ratio. During 1962-63, this tempo could have been kept up, but as the possibility of taking additional children in the existing schools had been almost exhausted, it would have required about 9,000 teachers during this year. Since adequate funds were not available, it appointed only 3,500 teachers. Bad as this situation was, it was made worse by the declaration of the Emergency and the State Government decided to retrench all the 3,500 teachers appointed—half in 1962-63 and half in 1963-64. There was a good deal of agitation against this decision and the State Government, therefore, rescinded it. This was done, however, at the cost of the provision of 5,000 teachers which was made in the budget for the year 1963-64.

The net result is that the State Government has no provision at all for the appointment of even a single teacher during 1963-64. As a result of these difficulties, the additional enrolment during 1962-63 fell down to 1·7 lakh and, in the remaining three years of the Plan, the State may be able to enrol only about 2 lakh children per year. The total additional enrolment during the third Five-Year Plan is, therefore, expected to be 11·5 lakh. There is thus likely to be a shortfall of about 3 lakh. This calamity can be avoided only by providing some funds for employment of at least 3,000 teachers during 1963-64 and by providing for at least 5,000 teachers per year during the remaining two years of the third Five-Year Plan.

The State is examining the possibility of introducing the double shift system in order to meet the present situation. It has not yet taken a decision on it. But the present thinking is that the shift system will have many difficulties in its implementation and that it may not succeed ultimately.

In the opinion of the Seminar, the position of primary education in Andhra Pradesh is critical and needs immediate attention of the State Government and the Government of India.

(2) ASSAM: In Assam, the total target of the third Five-Year Plan is to enrol 4·4 lakhs of additional children and to raise the total enrolment in classes I-V from 10·68 lakh in 1960-61 to 15·08 lakh in 1965-66. The actual enrolment for 1960-61, however, stands at 11·25 lakh. The net additional enrolment which Assam will have to bring in is, therefore, 3·75 lakh which will need about 11,000 additional teachers. Roughly, therefore, Assam will have to enrol about 75,000 children per year and appoint about 2,200 teachers a year. In 1961-62, the State Government appointed 1,700 additional teachers. In 1962-63, it appointed 2,200 additional teachers and in 1963-64, it has provided for 1,400 additional teachers. The additional enrolment expected in these three years is 70,000, 90,000 and 60,000 respectively. In other words, Assam has been able to enrol 2·2 lakhs of additional children in the first three years of the Plan. It, therefore, appears that the State would be able to reach its target in the remaining two years.

The Seminar, therefore, found that there would not be any material difficulty in Assam in reaching the target fixed for the third Five-Year Plan. One important problem has, however, arisen recently. Expansion has now to take place in hilly areas, in isolated pockets (called the *char* areas), like islands in the Brahmaputra, in the tea garden areas, or among small groups of the tribal people whose language has to be adopted as a medium of instruction. This needs a much larger number of teachers than originally planned for and the State Government is finding it difficult to obtain additional resources for the purpose.

(3) BIHAR: Bihar has an ambitious third Five-Year Plan of enrolling 16 lakhs of additional children and raising the total enrolment from 32 lakh in 1960-61 to 48 lakh in 1965-66. In 1961-62, it was able to enrol about 1·8 lakhs of additional children and in 1962-63, the additional enrolment is expected to be 2·00 lakh. The effect of emergency has been felt very severely in this State and

the additional enrolment during 1963-64 has been estimated at 1 lakh only. In the first three years of the Plan, therefore, Bihar would have enrolled only about 4·8 lakhs of additional children. Even under the best circumstances, therefore, Bihar will not be able to enrol more than 10 to 12 lakhs of additional children during the third Five-Year Plan and a shortfall of 4·6 lakh is expected. The general financial situation of the State is precarious and there have been very large cuts in the educational plan in general and the primary education plan in particular. The original proposal was to appoint about 8,000 teachers per year. As against this, Bihar has been able to appoint only about 10,000 teachers in the first two years and it has no provision for additional teachers in its budget for 1963-64. The Seminar, therefore, finds that the situation in Bihar is very critical.

Bihar has shown very good progress during the second Five-Year Plan by enrolling 13 lakhs of additional children. It is one of the less advanced States, and even if the target of enrolling 16 lakhs of additional children in the third Five-Year Plan is reached, it will still have a very long way to go into the fourth and the fifth Five-Year Plans to reach the goal of universal primary education. It is, therefore, necessary for the State Government and the Government of India to examine the position of primary education in Bihar and to take immediate steps for redeeming the situation to the extent possible. The Seminar felt that every effort should be made to assist Bihar to complete its third Five-Year Plan according to the original schedule.

(4) GUJARAT: The third Five-Year Plan of Gujarat proposes to enrol 6·6 lakhs of additional children and to raise the enrolment from 20 lakh in 1960-61 to 26·63 lakh in 1965-66. In 1961-62, Gujarat has been able to enrol 2·13 lakhs of additional children. During 1962-63, the additional enrolment is anticipated at 2 lakh and a similar additional enrolment will be reached during the remaining three years of the Plan. Gujarat, therefore, hopes to enrol about 10 lakhs of additional children during the third Five-Year Plan. Even if there is some shortfall in this, there is no doubt that Gujarat would be able to exceed the target fixed for the third Five-Year Plan by 2 to 4 lakh.

In 1961-62, Gujarat appointed 2,461 additional teachers, and in 1962-63, it appointed 2,714 additional teachers. The provision made in the budget for 1963-64 is for 2,240 teachers. The Chief Minister of the State has announced that, if any additional funds were needed for primary education, they would be made available. The Seminar felt that some additional funds would be needed in Gujarat and it had no doubt that they would be forthcoming.

In the opinion of the Seminar, the programme of primary education in Gujarat was progressing satisfactorily.

(5) JAMMU AND KASHMIR: The third Five-Year Plan of Jammu and Kashmir State proposes to enrol 1·05 lakhs of children, which implies an increase of 21,000 children per year. During 1961-62, the

additional enrolment in classes I-V was 35,000 and 1,200 new teachers were appointed. In 1962-63 the effect of the emergency was felt severely. The additional enrolment was only about 15,000 and only about 200 additional teachers were appointed. During 1963-64, the budget provision has been made for only 150 teachers and the additional enrolment is expected to be only about 10,000. It appeared to the Seminar, therefore, that the progress of primary education in Jammu and Kashmir during the third Five-Year Plan was not satisfactory and that it had been greatly reduced during 1962-63 and 1963-64. The Seminar, therefore, felt that the State Government and the Government of India should examine the situation and take necessary steps to improve matters and to assist the State to realise its original targets which cannot, by any means, be considered as ambitious.

(6) KERALA: The third Five-Year Plan of Kerala proposes to enrol 3·17 lakhs of additional children and to raise the enrolment in classes I to V from 23·44 lakh in 1960-61 to 26·61 lakh in 1965-66. During 1961-62, the additional enrolment in the State was 89,000 and 4,063 new teachers were appointed. During 1962-63, the additional enrolment was 98,000. But owing to the emergency, the additional number of teachers appointed fell to 1,921. During 1963-64, the additional enrolment is expected to be 1·1 lakh and provision has been made for the appointment of 3,000 teachers. In the first three years of the Plan, therefore, Kerala enrolled nearly 2·97 lakhs of additional children and thus almost completed the target for its third Five-Year Plan. The Seminar, therefore, felt that the progress of primary education in Kerala was satisfactory and that the targets would even be exceeded. The Seminar realised that the State is finding it increasingly difficult to raise the additional resources required for the programme, especially in view of the fact that it is already spending about 40 per cent of its total revenues on education. The existence of a large private sector (which is assisted on a 100 per cent basis for salaries of teachers) complicates the situation further. On the financial side, therefore, the situation is not free from anxiety and needs careful vigilance.

(7) MADHYA PRADESH: The third Five-Year Plan of Madhya Pradesh proposes to enrol 10 lakhs of additional children and to raise the enrolment from 20 lakh in 1960-61 to 30 lakh in 1965-66. During 1961-62, the State was able to enrol 3·55 lakhs of additional children and appointed 5,175 teachers. In 1962-63, the effect of emergency was greatly felt. The additional enrolment fell to 1·07 lakh and the number of additional teachers appointed was reduced to 1,932. In 1963-64, there is budget provision only for the appointment of 550 additional teachers and the additional enrolment expected is only 22,000. In the first three years of the third Five-Year Plan, therefore, the State has been able to enrol only 4·84 lakhs of additional children and a shortfall of not less than 1·5 lakh is expected in the target of the third Five-Year Plan.

In the opinion of the Seminar, the situation of primary education in Madhya Pradesh is critical. Steps have to be taken immediately to provide additional teachers during 1963-64 and in the remaining

two years of the third Plan. Unless this is done, the progress of primary education in this State will greatly suffer. The Seminar felt that the position should be immediately examined by the State Government and the Government of India.

(8) MADRAS: The third Five Year Plan of Madras proposes to enrol 14 lakhs of additional children and to raise the enrolment in classes I-V from 33.5 lakh in 1960-61 to 47.5 lakh in 1965-66. In 1961-62, the additional enrolment was 3.8 lakh. In 1962-63, five lakhs of additional children were brought to school and in 1963-64, three lakhs of additional children are expected to be enrolled. In the first three years of the Plan, therefore, Madras has been able to enrol 11.8 lakhs of additional children. The State has already revised its target and now proposes to bring 17 lakhs of additional children into school as against the original target of 14 lakh. The State Government has also made all the necessary resources available. The Seminar, therefore, found that the progress of primary education in Madras is satisfactory.

(9) MAHARASHTRA: The third Five-Year Plan of Maharashtra proposes to enrol 15 lakhs of additional children and to raise the enrolment in classes I-V from 39 lakh in 1960-61 to 54 lakh in 1965-66 and to appoint about 30,000 additional teachers on the assumption of the highest pupil-teacher ratio of 50:1. As in Andhra Pradesh, this ambitious plan was essential to equalise educational developments in all the different regions of the State. During 1961-62, the State was able to enrol 2.7 lakhs of additional children and could appoint only 3,560 teachers as against the original target of 6,000. During 1962-63, it has been able to enrol 2.23 lakhs of additional children and the number of new teachers appointed is 4,000. During 1963-64, the target is to enrol 3 lakhs of additional children and budget provision has been made for 6,000 new teachers. During the first three years of the Plan, therefore, the State has been able to enrol 8 lakhs of additional children and expects to bring in about 7 lakhs of additional children during the remaining two years of the third Plan. It will be able to reach this target provided about 14,000 additional teachers are made available during these two years. Otherwise there is likely to be a shortfall of about 2 lakh.

The Seminar found that the position of primary education in Maharashtra was fairly satisfactory so far, but that it needed careful watching and strengthening in the remaining Plan period.

(10) MYSORE: The third Five-Year Plan of Mysore proposes to enrol 10 lakhs of additional children and to raise the enrolment from 21.44 lakh in 1960-61 to 31.44 lakh in 1965-66. During the first year the State has been able to enrol 3.83 lakhs of additional children and was able to appoint 6,392 additional teachers. During 1962-63 the effect of emergency was greatly felt. The State will be able to enrol only about 2 lakhs of additional children and has been able to appoint only 2,000 additional teachers. During 1963-64, the budget provision made is only for 1,000 teachers as against the requirement of 5,000. The Seminar, therefore, found that the position of primary education in Mysore was critical and that steps have to be taken immediately to provide more teachers during 1963-64.

In the opinion of the Seminar, Mysore would be able, not only to reach its target, but also to exceed it, if the necessary funds for the appointment of additional teachers could be made available. The Seminar therefore felt that the situation needs the immediate consideration of the State Government and the Government of India.

(11) ORISSA: The third Five-Year Plan of Orissa proposed to enrol 6 lakhs of additional children and to raise the enrolment in classes I-V from 10 lakh in 1960-61 to 16 lakh in 1965-66. But the expansion achieved during the second Five-Year Plan was very great and the enrolment in 1960-61 was 14·1 lakh as against the anticipated enrolment of 10 lakh. The State has, therefore, revised its third Five-Year Plan targets and now proposes to increase the enrolment in 1965-66 to 21 lakh.

During 1961-62, the State was able to enrol 1·05 lakhs of additional children and to appoint 4,000 new teachers. During 1962-63, it brought in 1·0 lakh of children and appointed 3,600 new teachers. During 1963-64, however, there is no budget provision for the appointment of additional teachers. In the opinion of the Seminar the situation of primary education in Orissa is critical. It is no doubt true that the State has already reached the target of 16 lakh which was originally fixed for its third Five-Year Plan. But in order to keep up the enthusiasm of the people and to maintain the tempo of expansion, it would be desirable and necessary to assist the State to reach its revised target of 21 lakh. This will mean an additional enrolment of about 2 lakh per year in the remaining three years of the Plan and the appointment of about 5,000 teachers per year. The necessary funds for this purpose would have to be found and the matter needs the immediate attention of the State Government and the Government of India.

(12) PUNJAB: The third Five-Year Plan of Punjab proposes to enrol 6 lakhs of additional children and to raise the enrolment from 16·86 lakh in 1960-61 to 22·86 lakh in 1965-66. However, there was a shortfall in the second Five-Year Plan, and in 1960-61, the actual enrolment in classes I-V was 14·39 lakh as against the anticipated enrolment of 16·87 lakh. Punjab will thus have to enrol 8·47 lakhs of additional children if its original target of the third Plan is to be reached.

Primary education in Punjab has made good progress in the third Five-Year Plan. In the first year itself, the State was able to enrol about 5·09 lakhs of additional children and appointed 6,300 additional teachers. During 1962-63, the effect of emergency was felt and it could enrol only 2 lakhs of additional children and appoint 4,700 additional teachers. In 1963-64, there is budget provision for the appointment of 1,250 teachers only. Punjab has, therefore, been able to enrol 7·09 lakhs of children in two years, and it will be able to enrol 8·7 lakhs of additional children during the remaining three years of the Plan and thus reach its target.

Punjab has, however, decided—and rightly so—to revise its third Plan and to enrol about 12 lakhs of additional children, thus raising

the enrolment in 1965-66 to 26 lakh. This will mean an enrolment of 4·5 lakhs of additional children during the third, fourth and the fifth years of the Plan. This is not a difficult target for Punjab, provided the necessary funds are made available.

The Seminar felt that the progress of primary education in Punjab was satisfactory. But the situation was financially difficult and steps have to be taken immediately to find additional resources to keep up the tempo of expansion. This is a matter which needs the attention of the State Government and the Government of India.

(13) **RAJASTHAN:** The third Five-Year Plan of Rajasthan originally aimed at an enrolment of 21 lakh to be reached by 1965-66. But it has since been revised and the State now proposes to enrol 8·86 lakhs of additional children during 1961-66 and to raise the enrolment from 11·14 lakh in 1960-61 to 20 lakh in 1965-66. In 1961-62, Rajasthan was able to enrol 1·4 lakhs of additional children and to appoint 3,400 new teachers. In 1962-63, it has enrolled 2·46 lakhs of additional children and appointed 3,500 teachers. In 1963-64, its education plan had to be revised on account of the emergency and the allocation for primary education was cut down by about Rs. 1 crore. Consequently, the State has been able to provide only 1,900 teachers during 1963-64 and it expects to enrol about 1·7 lakhs of additional children.

The State has decided to increase the pupil-teacher ratio and to bring in as many additional children as possible. But it appears that it may not be able to enrol more than 20 lakhs of additional children. In the opinion of the Seminar, the situation in Rajasthan needs careful watching and steps have to be taken to provide additional resources as well as to take effective steps to increase the enrolment, particularly of girls.

(14) **UTTAR PRADESH:** Uttar Pradesh has a very ambitious third Five-Year Plan. It proposes to enrol 26 lakhs of additional children and to raise the enrolment from 40·43 lakh in 1960-61 to 66·5 lakh in 1965-66. In 1961-62, it was able to enrol 7·06 lakhs of additional children and to appoint 10,350 new teachers. During 1962-63, it has enrolled about 4 lakhs of additional children and appointed 9,140 additional teachers. In 1963-64, it also proposes to enrol 4 lakhs of additional children and to appoint 9,950 additional teachers. The chances are that U.P. would be able to fulfil its ambitious target. But it will need some special assistance for this purpose during this year and the remaining two years of the Plan. In the opinion of the Seminar, the progress of education in U.P. was satisfactory, but needed still further strengthening.

(15) **WEST BENGAL:** The third Five-Year Plan of West Bengal proposes to enrol 6·5 lakhs of additional children and to raise the enrolment in classes I-V from 28·5 lakh in 1960-61 to 35 lakh in 1965-66. In 1960-61, however, the actual enrolment was 29·02 lakh. West Bengal, therefore, would have to enrol annually 6 lakhs of additional children in the third Five-Year Plan. During 1961-62, the State was able to enrol 1·5 lakhs of additional children and to appoint 5,128 teachers. During 1962-63, the additional enrolment

increased to 2 lakh. But owing to the emergency, only 2,231 teachers could be appointed. During 1963-64, an additional enrolment of 3 lakh is expected. But owing to financial difficulties, provision has been made in the budget for 2,267 teachers only. The over-all position, therefore, is that the targets would be exceeded and West Bengal would be able to enrol 10 lakhs of additional children as against the original proposal of 6 lakh.

The progress of primary education in West Bengal is satisfactory. The Seminar would, however, like to point out two factors in this context:

- (i) The population of West Bengal has increased tremendously and thus necessitated a revision and upgrading of its targets for primary education.
- (ii) The allocation for primary education during 1962-63 has been drastically reduced. The Seminar was given to understand that there has been an assurance from the Chief Minister that the cut in primary education would be restored. The Seminar, therefore, feels that the third Five-Year Plan for primary education in West Bengal will have to be revised carefully and that this matter needs the attention of the State Government and the Government of India.

(16) UNION TERRITORIES: Taking the Union Territories as a whole, the progress of primary education has been satisfactory and in all the Union Territories, the targets are likely to be exceeded. The Government of India has also declared that all the funds required for primary education in Union Territories would be found.

The above findings have been briefly summarised in Table II that follows.

TABLE II

PROGRESS OF PRIMARY EDUCATION (AGE-GROUP 6-11) DURING THIRD FIVE-YEAR PLAN PERIOD

State	Enrolment Targets (in lakh)	Actual/Anticipated Enrolment (in lakh)			Number of Teachers Appointed			Total Achievements in 3 Years		Whether Targets will be Achieved or Exceeded or Shortfalls would Occur with Reasons	Over-all Position in Primary Education
		1961-62	1962-63	1963-64	1961-62	1962-63	1963-64	Enrolment (in lakh)	No. of Teachers		
1	2	3	4	5	6	7	8	9	10	11	12
1. Andhra Pradesh .	14.50	3.82	1.70	2.00	3,300	3,500	Nil	7.50	16,800	Shortfall of about 3 lakh likely	Critical
2. Assam .	3.75	0.60	0.90	0.60	1,700	2,200	1,400	2.20	15,300	Achieving targets possible	Fairly satisfactory: Needs watching.
3. Bihar	16.00	1.80	2.00	1.00	8,000	1,778	Nil	4.80	9,778	Shortfall of 4-6 lakh likely	Critical
4. Gujarat . .	6.60	2.13	2.00	2.00	4,261	2,714	2,240	6.13	9,215	Targets likely to exceed by 2-4 lakh	Satisfactory
5. Jammu and Kashmir	1.05	0.35	0.15	0.10	1,200	200	150	0.60	1,550	Doubtful to achieve targets	Not satisfactory
6. Kerala	3.17	0.89	0.98	1.10	4,063	1,921	3,000	2.97	8,984	Targets will be exceeded.	Satisfactory

7.	Madhya Pradesh	. 10.00	3.55	1.07	0.22	5,175	1,932	550	4.84	7,657	Shortfall of 1-5 lakh expected	Critical
8.	Madras	. 14.00	3.80	5.00	3.00	N.A.	N.A.	N.A.	11.80	N.A.	Targets will be exceeded by 3 lakh	Satisfactory
9.	Maharashtra	. 15.00	2.70	2.23	2.64	3,560	4,000	6,000	7.57	13,560	Shortfall of about 2 lakh likely	Critical
10.	Mysore	. 10.00	3.83	2.00	2.00	6,392	2,000	1,000	7.83	9,392	Targets will be achieved, if funds are provided	Needs watching
11.	Orissa	. 6.00	1.05	1.00	0.80	4,000	3,600	Nil	2.85	7,600	Revised targets will not be reached unless funds are provided	Critical
12.	Punjab	. 6.00	5.09	2.00	1.41	6,300	4,700	1,250	8.50	12,250	Targets will be exceeded by 6 lakh : additional funds needed	Satisfactory
13.	Rajasthan	. 8.86	1.40	2.46	1.70	3,400	3,500	1,900	5.56	8,800	Excess of 1 lakh expected	Needs watching
14.	Uttar Pradesh	. 26.07	7.06	4.01	3.98	10,350	9,140	9,950	15.05	29,440	Targets will be achieved : but additional funds needed	Needs watching
15.	West Bengal	. 6.50	1.47	2.00	3.00	5,128	2,231	2,267	6.47	9,626	Targets will be exceeded by 4-6 lakh	Financial difficulties are par-amount

V. THIRD GENERAL SESSION

May 28, 1963

8 a.m. to 1 p.m.

The third general session of the Seminar began on Tuesday, the 28th May 1963 at 8 a.m. and continued till 1 p.m. The programmes of elementary education included in the third Five-Year Plan, other than expansion in the age-group 6-11, were discussed. The findings of the Seminar on these issues have been briefly summarised below:

(a) The Progress of the Middle School Education (Age-Group 11-14)

The Seminar reviewed the progress of education at the middle school stage in all States and Union Territories. It found that the progress in this sector was generally satisfactory in all areas and that the targets would be reached or even exceeded. This was an indication of the fact that the tendency to stay longer in the school was increasing rapidly and also of a diminution in the extent of wastage.

(b) Training of Teachers

The Seminar found that the schemes relating to improvement of training and remuneration of teachers have generally made satisfactory progress in the third Five-Year Plan, barring a few exceptions.

Salaries of teachers have been revised in Assam (where the difference in the dearness allowance paid to primary teachers and other Government servants has been equalised), Kerala, Madhya Pradesh, Madras, Orissa, Uttar Pradesh and West Bengal. In both Orissa and West Bengal, the revised scales of pay are much better than the older pattern of remuneration. The over-all remuneration of teachers is, therefore, fairly satisfactory in all States except Uttar Pradesh and Bihar. It is now only in these two States that there is a difference in the dearness allowance payable to primary teachers and other Government servants drawing the same salary.

The Seminar also found that the triple-benefit scheme has been introduced in Andhra Pradesh during the third Five-Year Plan. A pension scheme for elementary teachers has been sanctioned in Maharashtra and Gujarat. Even in this respect, therefore, good general progress is being maintained.

The programmes of teacher training have made satisfactory progress in all States. One deficiency noticed was that it had not been possible to provide buildings to all the training institutions which were set up in the last two years of the second Five-Year Plan. The provision for this was made in the third Five-Year Plans of the States concerned, no doubt; but these programmes have either been dropped or held in abeyance, partly on account of financial difficulties and partly because of the ban on building programmes which has been imposed as a result of the emergency. It is essential to

find the necessary funds to complete this programme according to schedule. This is a matter which needs the immediate attention of the State Governments and the Government of India.

The Seminar noted with satisfaction that the Government of India had approved a Centrally Sponsored Scheme for the Establishment of State Institutes of Education. The Seminar felt that these Institutes would be of great help in improving the quality of the training institutions for primary teachers.

(c) Midday Meals

The programmes of the school meals have made considerable progress during the third Five-Year Plan, although they were not visualised on a large scale at the time when the third Plan was finalised. At present about 70 lakhs of children are being provided with some type of a meal in the country as a whole. The largest of these programmes are in Kerala (17 lakh), Madras (13 lakh), Andhra Pradesh (9·5 lakh), Rajasthan (10 lakh), Panjab (5 lakh) and Mysore (5 lakh). This is a promising programme which needs further expansion during the remaining period of the third Five-Year Plan.

(d) Textbooks

The Seminar found that the programme of school textbooks is making good progress. The States have been nationalising the production of textbooks on an increasing scale. Gifts of paper have become available through the Governments of Australia and Sweden. Printing presses have been made available by the Government of West Germany. The Seminar felt that the development of this programme would go a long way in improving the standards of primary education.

(e) School Improvement Programmes

The Seminar found that the school improvement conferences organised in the Madras State have made a great impact on the quality of primary education in that State. This scheme is now attracting attention all over India and other States are taking steps to organise similar projects in their own areas. Mysore has done good work in this respect. In 1961-62, it was able to collect Rs. 40 lakh and during 1962-63 the collections have increased to Rs. 60 lakh. Other States are expected to take up the programme. The Seminar felt that this was a promising and hopeful development.

In the light of this review of the progress of the third Five-Year Plan, the Seminar made the following recommendations:

(1) The National Emergency has had, on the whole, an adverse effect upon the progress of primary education in the country. It is true that the intensity of this effect varies from State to State. In a few States, of which Madras is an example, the situation has been saved and all the necessary resources for the programme are being

made available in spite of the emergency. In the majority of the States, however, the position is one of reduction in the tempo of expansion and even of paralysis. Bihar is an example of this unhappy group. In some States, the position is intermediate to these two extremes and needs careful watching. The Seminar, therefore, felt that immediate steps should be taken to review the position in each State separately and to take such measures as are essential to implement the programme successfully. The Seminar recommended that in no State should the level of achievements be allowed to fall below the third Plan targets. It was also felt that those States which were trying to achieve larger targets should be assisted to do so. If action on these lines is taken, it would be possible to reach 78 to 80 per cent of enrolment in the age-group 6-11 by 1965-66.

(2) A number of proposals designed to reduce the cost of expansion were brought to the notice of the seminar and were discussed:

(i) **SHIFT SYSTEM**

Opinion was divided on the advantages and disadvantages of the double shift system. Some of the delegates felt strongly that it might lead to further deterioration in the standards of education. Opinion was, however, unanimous that every effort should be made to raise the pupil-teacher ratio. The Seminar, therefore, recommended that the possibilities of utilising the shift system or larger classes should be examined fully and suitable adaptations may be made to suit local conditions. In this context, the Seminar was particularly impressed by the practice followed in West Bengal where all teachers in a school taught class I for two hours per day intensively and devoted 3½ hours to the other classes. So long as the over-all pupil-teacher ratio was raised, the Seminar welcomes every proposal for experimentation and adaptation to local needs.

(ii) **RATIONALISATION**

The Seminar was also impressed by the achievements of Punjab which had adopted large-size class and co-education at the primary stage. Through this programme of rationalisation, it has been able to achieve a better utilisation of teachers and a larger pupil-teacher ratio. The Seminar felt that these methods should also be examined by other States.

(iii) **OTHER DEVICES**

Some other devices to secure economy were brought to the notice of the Seminar. Bihar has taken up a project of establishing 'Venture Schools' under which the local communities or individuals will start primary schools which will be given a grant-in-aid at a lower rate of salary. It was claimed that this proposal would enable the States to achieve expansion, in spite of the limited resources, during the transitional period. In Orissa, it

was expected that the Panchayati Raj institutions, to whom the administration of education has been transferred, would be able to open new schools without expecting grant-in-aid from the State. In some States, attempts were being made to encourage private managements to start schools with little or no grant-in-aid. In Mysore a proposal to employ retired teachers on a lower salary was under consideration. The Seminar examined these proposals and felt that they were only of limited and transitional utility.

(3) The Seminar was strongly of the opinion that the third year of this Plan is crucial year for the development of the programme of primary education and that the entire success of the third Plan will depend upon what happens or does not happen during the current year. The Seminar, therefore, felt that the Government of India and the State Governments should review the position of this programme immediately and should adopt the necessary measures to see that it develops in keeping with the enthusiasm of the people.

With regard to the review of the developments in relation to Panchayati Raj, it was decided to refer this study to Group No. II.

VI. FOURTH GENERAL SESSION

June 1, 1963

11 a.m. to 1-30 p.m.

The fourth and final session of the Seminar to adopt the reports of the General Group and Groups, I, II and III was held with the Director of the Seminar, Dr. V. C. Vaman Rao, in the Chair.

The reports of the different groups—these had been circulated earlier to all the delegates—were then taken up for consideration and adopted with certain modifications. These are given in Annexures II, III and IV. (pages 31, forty-seven and 70 respectively).

Dr. V. C. Vaman Rao, the Director of the Seminar, then delivered his valedictory address. He said:

“I am happy to be with you again during the final session of our third National Seminar on Compulsory Primary Education. Very useful work was done during the first plenary session of the Seminar in taking stock of the situation, as it exists in all the States. Mr. J. P. Naik took all the pains to clearly analyse the position in each State with his elaborate black-board work. Our very sincere thanks are due to him. This stock-taking revealed that except in a few States, like Madras, Kerala, and the Punjab, the position of primary education in almost all the States is *critical and needs the immediate attention of the State Government and the Government of India*. Unless

ways and means are devised to provide sufficient funds, the possibility of achieving the physical targets fixed for the third Plan appear to be rather remote.

"I have glanced through the reports of the three groups that have been formed to go into the various problems of compulsory primary education. All the groups have done their best to tackle the problems that are facing us and I have no hesitation to say that the contributions of all the three groups to the Seminar have been very significant.

"Group I lays stress on clearing a backlog of untrained teachers. This is a very useful suggestion. If during the remaining years of the third Plan it is not possible to appoint new teachers in large numbers due to financial difficulties, the best course of utilising the existing training facilities will be to train the already existing untrained teachers in service, as training fresh hands without suitable employment opportunities will only lead to a class of unemployed trained teachers.

"Group II suggests that the qualitative programmes of elementary education should go side by side with programmes for quantitative expansion. I am in full agreement with this view and I feel that it is high time we concentrate on improving the quality of elementary education, as very little has been done so far in this direction. In fact the cry is the same even in the field of secondary education.

"Group III has been entrusted with the onerous task of examining a number of miscellaneous but very important problems, like orientation of school teachers in community development, orientation training of primary school women teachers of rural areas in community development, and conditions of recognition of rural *balwadis* by Education Departments. The contributions of this group to the Seminar are no less valuable than those of the other groups. The significant recommendations of this group are the introduction of the subject of community development in the syllabus of primary teachers' training institutions, introduction of extension activities in the primary training institutions and providing short training courses for teachers working in *balwadis*.

"In conclusion, I may say that while the first two National Seminars no doubt made valuable contributions for the furtherance of compulsory primary education programmes, this our third National Seminar is faced with the challenge to the cause of compulsory primary education in view of our present national emergency. I am proud to say that the delegates to this Seminar have very bravely accepted this challenge and have successfully put their heads together to find out ways and means of combating the challenge.

"Your recommendations in your capacity as members of the plenary sessions as well as in your capacity as members of the groups are very useful, thought-provoking and worthy of adoption. I am sure when you go back, you will earnestly try to implement your major recommendations and see that the compulsory primary education programmes of your respective States do not suffer for lack of funds, for the fundamental objective of this Seminar is to see how

best the physical targets of the compulsory primary education programmes as well as the qualitative improvement of elementary education could be achieved in spite of the emergency.”

The Seminar then came to a close with a vote of thanks proposed by Dr. Y. R. Desai, Secretary-General of the Seminar. He expressed the gratitude of the delegates to the Ministry of Education for convening the Seminar and to the Andhra Pradesh Government for the excellent arrangements made for it. He also conveyed the thanks of the delegates to the Union Deputy Education Minister who had presided over the inaugural function and participated in the deliberations, to Dr. P. V. R. Raju, who had inaugurated the Seminar, and to Dr. V. C. Vaman Rao, the Director, who had assisted the Seminar in its successful deliberations. He also expressed the gratitude of the delegates to the authorities of the Hyderabad Public School who had made the necessary board and lodging arrangements and to the officers of the Education Department who had worked hard to make the Seminar a success. The vote was unanimously adopted.

ANNEXURE I

LIST OF DELEGATES

MINISTRY OF EDUCATION

1. Shri J. P. Naik Adviser, Primary Education
2. Kumari S. Rajan Assistant Educational Adviser

MINISTRY OF COMMUNITY DEVELOPMENT, PANCHAYATI RAJ AND COOPERATION

- Shri M. C. Nanavatty Director, Social Education

REGIONAL CENTRE FOR TRAINING OF EDUCATIONAL PLANNERS, ADMINISTRATORS, AND SUPERVISORS IN ASIA

- Dr. (Mrs.) B. Dutt Assistant Director

STATES

1. *Andhra Pradesh*

1. Shri V. Ramachandran Deputy D.P.I.
(In charge of Compulsory Primary Education)
2. Smt. A. Vanajakshi Assistant D.P.I.
(In charge of Girls' Education)
3. Shri A. V. Naidu District Education Officer (Cuddapah)

2. *Assam*

1. Shri B. Kachari Assistant D.P.I.
2. Shri R. P. Das Assistant Basic Education Officer

3. *Bihar*

1. Shri S. M. Ahmad Additional D.P.I.
2. Shri R. N. Roy District Education Officer (Darbhanga)
3. Smt. L. Banerjee Deputy Director of Education

4. *Gujarat*

1. Dr. Y. R. Desai Deputy Director of Education
(In charge of Primary Education)
2. Dr. (Kumari) T. L. Dave Inspectress of Girls' Schools
(In charge of Girls' Education)
3. Shri H. A. Mistry Educational Inspector (Surat)

5. *Jammu & Kashmir*

- | | |
|---------------------|--|
| 1. Dr. A. Samad | Deputy Director (Elementary Education) |
| 2. Begum Qureshi | Deputy Director (Women's Education) |
| 3. Shri D. D. Mengi | District Inspector of Schools (Kathua) |

6. *Kerala*

- | | |
|--------------------------------|--|
| 1. Shri P. R. Viswanathan Nair | Planning Assistant to the D.P.I. |
| 2. Shri S. Ganesa Iyer | District Education Officer (Ernakulam) |

7. *Madhya Pradesh*

- | | |
|----------------------|---|
| 1. Shri S. P. Varma | D.P.I. |
| 2. Smt. S. Chauhan | Deputy D.P.I. |
| 3. Shri N. K. Chaube | Assistant to the Divl. Supdt. of Education
(Hoshangabad) |

8. *Madras*

Shri M. Ponniah	District Education Officer (Pollachi)
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9. *Maharashtra*

- | | |
|---------------------------|---|
| 1. Shri K. J. Save | Deputy Secretary
Education and Social Welfare Department |
| 2. Shri J. A. Vakil | Deputy Director of Education |
| 3. Shri K. M. J. Siddiqui | Chief Executive Officer, Zila Parishad
(Parbani) |

10. *Mysore*

- | | |
|------------------------|---|
| 1. Shri G. P. Shivaram | Joint D.P.I.
(In charge of Primary Education) |
| 2. Shri T. P. Acharya | Special Officer
(In charge of Compulsory Primary
Education and Women's Education) |
| 3. Shri S. Halappa | District Education Officer (Bangalore) |

11. *Orissa*

- | | |
|------------------------|--|
| 1. Shri N. Nayak | Special Officer-cum-Deputy Secretary
Education Department |
| 2. Shri R. S. Senapati | Deputy D.P.I. |
| 3. Shri L. N. Patnaik | District Inspector of Schools
(Balasore) |

12. *Punjab*

Shri Jagdish Raj	Deputy Director (Primary Education)
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13. *Rajasthan*

- | | |
|-----------------------------|---|
| 1. Shri S. P. Bairathi | Deputy Director
(Elementary Education) |
| 2. Shri S. M. L. Srivastava | Deputy Director
(In charge of Planning and Girls
Education) |
| 3. Shri Girdhari Lal | Inspector of Schools
(Jaipur) |

14. *Uttar Pradesh*

- | | |
|----------------------|---|
| 1. Shri B. S. Sial | Director
(Elementary Education) |
| 2. Shri L. P. Singh | Under Secretary
Education Department |
| 3. Smt. Radha Kakkar | Regional Inspectress
(Lucknow) |

15. *West Bengal*

- | | |
|-------------------------|--|
| 1. Dr. K. B. Mazumdar | Chief Inspector
(Primary Education) |
| 2. Shri P. R. Chaudhuri | District Inspector of Schools
(24-Parganas) |
| 3. Smt. S. Datta | Chief Inspector
(Women's Education) |

UNION TERRITORIES

16. *Himachal Pradesh*

- | | |
|-------------------|---------------------------------|
| Shri B. K. Sharma | Education Officer
(Planning) |
|-------------------|---------------------------------|

17. *Manipur*

- | | |
|-------------------------|-----------------------------|
| 1. Shri Maniharan Singh | Principal Education Officer |
| 2. Shri Ibochoube Singh | Inspector of Schools |

18. *Nagaland*

- | | |
|-----------------|-----------------------------|
| Shri L. M. Deom | Deputy Inspector of Schools |
|-----------------|-----------------------------|

19. *Pondicherry*

- | | |
|----------------------|------------------------------|
| 1. Shri A. Joshua | Deputy D.P.I. |
| 2. Shri C. Narayanan | Delegate to D.P.I.
(Mahe) |

20. *Tripura*

- | | |
|-----------------------|------------------------|
| 1. Smt. Aparajita Roy | Inspectress of Schools |
| 2. Shri S. C. Kundu | Inspector of Schools |

ANNEXURE 11
REPORT OF GROUP I
on
QUALITATIVE IMPROVEMENT IN THE
TRAINING OF ELEMENTARY TEACHERS IN INDIA

THE COMPOSITION OF GROUP I

This Group, constituted by the Third National Seminar on Compulsory Primary Education, consisted of the following members:

Chairman

Shri S. M. Ahmad Bihar

Secretary

Dr. (Miss) T. L. Dave Gujarat

Members

Siri V. Ramachandran	Andhra Pradesh
Shri R. P. Dass	Assam
Begum Qureshi	J & K
Shri S. Ganesa Iyer	Kerala
Shri M. Ponniah	Madras
Shri N. K. Chaube	Madhya Pradesh
Shri R. S. Halappa	Mysore
Shri N. Nayak	Orissa
Shri S. P. Bairathi	Rajasthan
Shri L. P. Singh	Uttar Pradesh
Smt. S. Datta	West Bengal
Shri A. Joshua	Pondicherry
Shri B. K. Sharma	Himachal Pradesh
Shri I. Singh	Manipur
Shri L. M. Deom	Nagaland

TRAINING OF ELEMENTARY TEACHERS IN INDIA

A report of the 'Study Group on the Training of Elementary Teachers in India' printed in 1963 by the Ministry of Education (to be mentioned hereafter as 'Study Group Report') had already been circulated to all the State Governments before the Seminar met in Hyderabad. The Group appointed by this Seminar carefully examined all the findings and recommendations of the Study Group with special reference to Chapter 7 giving 'Summary of the Recommendations of the Report'. In examining the recommendations every

member of the Group was called upon to give his or her considered opinion against the background of the conditions prevailing in his/her own State. Efforts were also made to pool all these experiences before formulating definite recommendations. The Group also tried, as far as practicable, to attempt a realistic approach towards the solution of all the problems confronting the training schools in various States of India at the moment.

Findings, conclusions and recommendations of this group on the subject are given below:

I. Significance of the Programme

The Group carefully perused the following relevant paragraph dealing with this subject in Chapter 7 of the 'Study Group Report':

"No other single factor can make such a vital difference, for the better, as a proper system of teacher education and a 'break-through' here is urgently necessary. It does not really involve any 'additional' expenditure; all that it implies is the incurring of an expenditure, which will ultimately have to be incurred under any circumstances, but which would lead to great improvement in quality, if incurred in the near future. This programme should, therefore, receive high priority in the remaining period of the third Plan as well as in the fourth Plan."

While endorsing the spirit underlying the paragraph, the Group also expressed the opinion that possibilities of additional expenditure for improvement of teacher education along fruitful lines as envisaged in the printed report cannot be ruled out. The Group, therefore, recommends that requisite allocation of funds from the Central Government should be made available for the orderly implementation of the programme. In the opinion of this Group, this is specially necessary in the case of the poor and educationally under-developed States of the country.

II. Clearing the Backlog of Untrained Teachers

On this the "Study Group Report" mentions:

"By the end of the third Plan, there would be a backlog of about 4,00,000 untrained teachers in primary and middle schools. Special measures should be devised for training these teachers. We recommend the following:

"(i) A substantial number of these untrained teachers would be above 35 years of age and would have put in a service of 10—15 years. Little useful purpose is likely to be served by sending them for a regular course of pre-service training. Their training should be undertaken through short-term in-service course.

(ii) For teachers below the age of 35 years who have put in 5 to 10 years of service, the pre-service training course should be of one year.

“(iii) Full-term training courses would be required for those untrained teachers who have put in less than 5 years of service and are below 35 years of age. The number of additional training places would have to take account of these untrained teachers.

“Correspondence courses are particularly suited for clearing this backlog of untrained teachers. They would not take away the teachers from their schools for any length of time; and teachers in categories (i) and (ii) above may be trained effectively through correspondence, supplemented by some short-term course, mainly for practical work. A committee of experts should be appointed to work out the details of the correspondence courses in collaboration with the National Institute of Education and a pilot project should be started in each State to try out this method. It may be expanded suitably in the light of practical experience.”

Full information on the aforesaid item has yet to be received from each of the States in the prescribed proforma. It is, however, evident, on a general view, that in most of the States there is still a substantial backlog of untrained teachers which needs clearing as quickly as possible. The size of this backlog will of course vary from State to State, but it is imperative that a general programme in this connection should be drawn up for the country as a whole. The conclusions and recommendations under this head are as follows:

(i) For untrained teachers above 35 years of age with 10-15 years' service to their credit, there should be short-term training ranging in duration from 3-6 months. This should be followed by an examination in the theory and practice of teaching.

The trainees should be considered on active duty during the period of this training and be allowed full pay with allied emoluments. It is also necessary that substitutes should be appointed in place of teachers who are deputed for such training in order to ensure smooth functioning of the school from which these teachers are deputed.

(ii) For teachers below the age of 35 with 5-10 years of teaching experience there should be a one-year pre-service training course. This one-year condensed course shall be substantially the same as the two-year training course intended for regular trainees and that the teacher thus deputed shall be examined along with the regular trainees on the basis of this course. It seems very desirable that this category of teachers should be given full pay and emoluments during the period of training for the obvious reason that this will save them financial worries and enable them to derive full benefit from the short-term training.

(iii) Untrained teachers with less than 5 years of service and below 35 years of age, should be given full-term training along with other regular trainees and during this period they should be paid stipends in accordance with the rates prevailing in their respective States.

The Group carefully examined the recommendations regarding the introduction of correspondence courses for clearing the backlog of untrained teachers and while appreciating the value of such courses as conducted in the U.S.A. and other progressive countries of the world, it concluded that in the prevailing conditions of the country these are not likely to prove workable or useful.

III. Expansion of Training Facilities

The "Study Group Report" says on this point:

"A large expansion of training facilities is necessary and steps to secure this should be taken immediately. In estimating the requirements of additional places in training institutions for elementary teachers, a pupil-teacher ratio of 45 may be adopted. This would mean a pupil-teacher ratio of about 50 in classes I—V and of about 40 in classes VI—VIII. The target of enrolment to be reached by 1975-76 should be 100 per cent in the age-group 6—14 in all areas where an enrolment of 60 per cent or above has been reached by the end of the third Five-Year Plan. In the remaining areas, the target of enrolment should be 100 per cent enrolment in the age-group 6—11 and 75 per cent in the age-group 11—14.

"The minimum size of a training institution should be 160, preferably 200. This would secure efficiency as well as economy.

"The facilities for teacher training should be so expanded that the annual output of training institutions would match the annual requirement of additional teachers. To achieve this equilibrium between the supply of and demand for trained teachers is the most significant programme in the 'break-through' we have urged for teacher education. The programme for each State and Union Territory should be so drawn up that this goal would be reached by 1967-68, the first year of the fourth Plan, and steps towards it should be taken from now."

The Group fully endorses the 'Study Group Report' recommendation reproduced above. The Group is of the opinion that 160 would be a good workable size but there could be no objection to the strength being raised to 200 provided the training school was given requisite staff, building and equipment and proper facilities for practice teaching.

IV. Appointment of Study Groups

The "Study Group Report" mentions in this connection:

"(a) "Each State and Union Territory Administration should immediately set up a study group to work out detailed estimates on the lines indicated in Annexure I*, of the additional enrolment in the elementary schools up to 1975 and the additional teachers required annually;

*See pages 50-54 of "Report of the Study Group on the Training of Elementary Teachers in India", Ministry of Education, 1963 (Publication No. 670)

- “(b) assess the size of the existing backlog of untrained teachers and prepare a detailed scheme for clearing the backlog;
- “(c) examine the possibilities of expanding the capacity of existing institutions;
- “(d) determine the additional training places which need to be created, so that by 1967-68 the output on the basis of a two-year course should match the annual requirements (estimates to be worked out separately for primary and middle schools);
- “(e) assess the requirements of teachers for the special categories, e.g., women teachers, teachers for remote areas, teachers for tribal areas, etc.; and
- “(f) work out the estimates of the cost and the phasing of the whole programme.

“The study groups should start functioning immediately and complete their work by March, 1963. The plans prepared by the study groups should be combined for the over-all plan of teacher education for the country.”

The Group noted the above-mentioned recommendation in the “Study Group Report”. It is understood that each of the States is likely to implement this suggestion in the context of the perspective training programme.

V. Location and Planning of Training Institutions.

In this respect the “Study Group Report” recommends:

“The location and planning of training institutions should be done with great care. The following general principles are suggested in this regard:

- “(a) A district should be taken as the unit of planning and each district should be provided with as many training institutions as are required to meet the demand of elementary teachers within its area;
- “(b) Since 80 per cent of the population is rural, about four-fifths of the training institutions should be located in rural areas;
- “(c) As the training institutions need practising schools of a fair size, an ideal location for a training institution would be a township with a population between 5,000 and 15,000. This will provide the necessary facilities of a practising school on the desired scale without detracting from the rural character of the location; and
- “(d) The institutions should be so located that they would be easily accessible from all parts of the district. There is a proposal that each training institution should provide extension services to primary and middle schools within

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its neighbourhood. The location of training institutions should, therefore, be so planned that when these services are started, it should be possible to cover most of the primary and middle schools in the district."

The Group is in general agreement with the recommendations embodied under this item subject to the following deviations:

(a) Training schools for women may be located in urban areas, if suitable facilities are not available in rural areas for this purpose.

(b) Every district should have at least one women's training school besides one or two schools for boys according to the requirements.

(c) On a review of the co-educational character of existing training schools it seems desirable to establish separate training schools for women in every State.

VI. Cost of the Programme

The "Study Group Report" says:

"Each State and Union Territory should prepare a blueprint of an elementary training institution of the optimum size and work out the details of its total cost--both capital and recurring. It should also prepare a detailed estimate of the capital and recurring costs involved in raising the existing training institutions to the desired level in size and efficiency as well as in the establishment of the new institutions required."

The Group pursued the advice about the preparation of a blueprint of an elementary training institution along with detailed estimates of the recurring and non-recurring cost involved. It is understood that necessary action in this regard is being taken.

VII. General Education of Elementary School Teachers

On this point, the "Study Group Report" mentions:

"The following policies should be adopted in respect of the general education of elementary school teachers:

"(a) As soon as practicable and in any case not later than 1965-66, the recruitment of teachers for primary and middle schools should be only from those who have passed the matriculation or equivalent examination.

"(b) Beyond the deadline fixed for the recruitment of matriculates only, the selection of a non-matriculate teacher should be permitted in the following exceptional cases:

- (1) For tribal or remote areas, if suitable matriculate teachers are not available; and
- (2) Women teachers in rural areas, if no matriculate women teachers are available.

“(c) Even in the exceptional cases mentioned in (b) above, suitable measures should be adopted to see that the need to recruit non-matriculate teachers disappears as quickly as possible and at a date which does not extend beyond 1971.

“(d) The employment of graduate teachers in elementary schools should be encouraged. It is desirable that the headmaster of every primary school with more than 250 children should be a graduate.”

The Group on a careful consideration of the advice given under this item decided as follows:

(a) & (b) are sound and acceptable. As for (c), the Group is of the opinion that the backward States or districts thereof may be permitted to exceed the deadline (1971) for a maximum period of 5 years beyond which no non-matriculate member of the scheduled castes, scheduled tribes and women should be allowed to be selected. As for (d), the Group is of the opinion that graduates may be appointed as headmasters of middle schools. This will, however, need extra funds for payment of salaries to the headmasters in accordance with the prescribed scale for which Central Government is requested to make a special financial allocation.

III. Duration of the Training Course

In this regard, the “Study Group Report” recommends:

“The duration of the elementary course should be two years for all teachers who have completed secondary school, or the higher secondary or even the intermediate course. For those who have not completed the secondary school, the duration of the training course should be three years which should be divided into two periods—a continuous pre-service training programme of two years followed by an in-service training programme of one year.”

The Group, while in general agreement with the recommendations made under this item, expressed that:

(i) In those States where the duration of training is already 2 years, there should be no curtailment of the duration of the training period;

(ii) In States where, for matriculates, the duration of the course is one year of pre-service training, one more year of in-service training should be provided as suggested in the case of the middle-passed teachers below;

(iii) For the middle-passed, the duration should be two years' pre-service and one year's in-service; one-year in-service may be split up into 3 or 4 terms during the entire span of service, the short-term training being given every 5 years or so; and

(iv) After the interim period is over, the admission of non-matriculates in the training schools should be restricted to women, scheduled castes and scheduled tribes also including denotified and nomadic tribes' candidates to the extent necessary.

IX. Revision of Syllabi

On this the "Study Group Report" opines:

"The existing syllabi of training institutions for elementary teachers need considerable revision. This programme can be helped if a model syllabus can be evolved to serve as the general framework within which such adaptation as may be required to suit the conditions of different States may be made. This work should be undertaken by the National Institute of Education in collaboration with the representatives of the State Governments and selected principals of training institutions."

The Group agrees that the revision of the syllabi should be left to the States concerned. In this connection the Group noted that the training schools' syllabi in a good many States have become somewhat outmoded and call for revision. In revising the syllabi it is agreed that although it is desirable to pay adequate attention to all the significant items of curricular work such as educational theories, community life, craft teaching, teaching of the subject-matter, etc., it is nevertheless necessary to pay special attention throughout the course to the thorough grounding in the subject-matter. It is also desirable to lay special emphasis on all such items as are calculated to add to the efficiency of the trainees as practical teachers. Justification for doing so lies in the fact that of late there has been an unfortunate tendency in the training schools to overemphasize educational theory and co-curricular and corporate activities (as community life, cleanliness, *shramdan* etc.) to the neglect of efficiency in practical teaching and developing in the trainees adaptability to deal with the real situation in various types of schools where they may be called upon to serve. This demands very careful supervision and guidance on the part of the training staff. It would be helpful if the training school staff could maintain a separate record of progressive efficiency in practical teaching in respect of every individual trainee, and render such specific advice and guidance as may be found necessary to improve the quality of the trainees' work with reference to every lesson which is taught.

X. Training of Teacher-Educators

The "Study Group Report" says on this point:

"Special in-service training courses should be organised for teacher-educators. It is desirable that universities should provide specialised courses at the M.Ed. level to prepare teacher-educators for training institutions. It would also be a distinct advantage if persons taking such specialised courses become familiar with methods of infant teaching."

The conclusions and recommendations of the Group on this item are:

(a) The suggestions about university providing specialised courses at M.Ed. level for teacher-educators are endorsed.

(b) Pre-primary education, which is being increasingly recognised as important, should have its own programme of turning out efficient teachers. Teachers passing M.Ed. degree should be afforded facilities

for specialising in the technique and methods of pre-primary education. At least one pre-primary training centre be established in each State which should be suitably staffed and adequately equipped.

(c) In every training school the staff should be experienced, adequately qualified and trained, and capable of teaching all the subjects in the syllabi including such important subjects as science, mathematics, domestic science and social studies.

XI. Improving the Physical Conditions in Training Institutions

The "Study Group Report" opines in this regard:

"A blueprint of the minimum essential needs of a training institution for elementary teachers should be prepared and immediate steps should be taken, during the third Five-Year Plan itself, to improve the physical conditions in training institutions such as buildings for classrooms, hostels, staff quarters, libraries, laboratories, land for the farm and teaching equipment. The study groups proposed to be set up in States and Union Territories should examine the existing position in this respect and prepare development programmes with estimates of cost."

The Group is fully appreciative of the need for improving the physical conditions in the training institutions. In this connection the Group regretfully notes that the physical conditions in some of the existing institutions in the States are far from satisfactory and call for immediate attention. The Group feels that the plan for improvement may be given high priority. The Group is also of the opinion that special attention should be given in this connection to the provision of playgrounds and recreational activities.

XII. In-service Teacher Education

In this connection, the "Study Group Report" recommends:

"In-service teacher education is of the highest importance and a beginning should be made in the third Five-Year Plan itself for developing a nation-wide network of in-service training programmes. The ultimate objective should be to give, to every elementary teacher, in-service training of not less than two months' duration in every five years of service.

"The in-service training programmes have to be institutionalised; and an adequate provision for this purpose should be made, either in existing institutions, or in special institutions created for the purpose.

"In-service training programmes should also be organised for headmasters and members of inspecting staff."

The Group is in general agreement with the opinion expressed under this item. It further recommends that so far as headmasters and members of inspecting staff are concerned a two-week in-service training would be quite enough.

There are many variants of in-service education, of which the following are particularly important:

- (a) Short-term refresher courses, seminars and workshops.
- (b) Short-term visitation or exchange of teachers at sub-divisional, district, divisional, State and inter-State level.
- (c) Grant of study leave for further study in India and abroad.

The Group is of the opinion that considering the importance of in-service education programme, all officers of the Education Department including the top-ranking administrators at the Directorate and Secretariat level should also be afforded the facilities in this regard.

XIII. Extension Service

The "Study Group Report" mentions in this respect:

"The scheme of the National Council of Educational Research and Training for the establishment of extension service centres in training institutions for elementary teachers is welcome. The number of such centres should be increased to 240 at least by the end of the third Plan and 50 per cent of the training institutions should be covered by the end of the fourth Plan."

This is endorsed, subject to the following:

(1) Earnest and properly planned efforts are made by these extension centres to cover institutions within the specified area and to establish contact with field workers.

(2) Extension services should organise short-term seminars for the teachers of their respective areas and encourage them to make full use of all the teaching aids and equipment supplied to them. Officers in charge of the extension services centres should be stimulated to increase the usefulness of the centres in accordance with the programme already drawn up.

XIV. State Institutes of Elementary Education

The "Study Group Report" recommends:

"State Institutes of Elementary Education should be established as early as possible and should be charged with the following functions:

- "(i) To provide in-service training to teacher-educators and the inspecting staff connected with elementary education;
- "(ii) To undertake studies, investigations in all problems of education and research in methods of teaching and the curriculum in elementary schools;
- "(iii) To prepare instructional material and teaching aids for the use and guidance of the teachers; and

“(iv) To carry out periodic evaluative studies of the programmes of training institutions, extension activities and the progress of elementary education in general and of Basic education in particular.”

On this, the Group is of the view that, in addition, the four specific functions mentioned below may also be considered:

- (a) Research in the preparation of textbooks and supplementary readers,
- (b) Evaluation of the present examination system,
- (c) Introduction of self-evaluation techniques in the training schools, and
- (d) Specific projects on problems of elementary education.

XV. Incentives and Facilities for Further Self-Education

The “Study Group Report” recommendations in the matter are:

“Adequate incentives and facilities for further education should be provided to elementary school teachers. For this purpose,

- “(i) The conditions governing the grant of study leave should be liberalised;
- “(ii) Advance increments or higher scales of pay should be given to teachers who acquire higher academic or professional qualifications;
- “(iii) The possibilities inherent in the correspondence courses should be examined with a view to providing to elementary teachers opportunities for acquiring higher professional qualifications; a beginning in this direction can be made through the State Institutes of Elementary Education; and
- “(iv) The teachers who acquire higher qualifications should be eligible for promotion to the inspecting cadre and to training institutions.”

Considering the above recommendations, the Group has come to further conclusions as below.

(i) As for study leave, the undermentioned liberalisation may be considered:

- (a) Elementary teachers as also teachers of training schools should be afforded ample opportunities in this regard
- (b) Three years’ continuous approved service (instead of 5 years) should be considered adequate to make the teacher eligible for the award of study leave.
- (c) Information regarding all facilities available for further studies or training, fellowships and scholarships etc. should be brought to the notice of the teachers by

their controlling officers, who should also render all proper help in this direction.

(ii) At least two advance increments in the prescribed pay scale should be given to the teachers who acquire higher academic or professional qualification, pending their promotion to the higher grade in view of their improved qualifications. As far as possible, teachers passing the higher examination should be placed in a higher scale of pay from the date of their passing the examinations, instead of waiting indefinitely for their promotion to the higher cadre.

(iii) As for the correspondence courses the Group is of the opinion that this is not practicable in the existing circumstances, but individual teachers should be free to use them if they so desire.

(iv) The Group accepts the recommendations that teachers who acquire higher qualifications should be eligible for promotion to the inspecting cadre and to the training institutions.

The Group is, however, of the opinion that no substantial improvement in the working of the schools could be expected unless adequate attention was paid to the significant aspect of the improvement of service conditions of teachers in training institutions. The Group, therefore, recommends as follows:

- (a) Pay-scale of teachers of training schools should be substantially improved and wherever possible it should be brought on a par with the pay-scale generally given to junior lecturers of colleges.
- (2) In addition, every teacher of a training school should be given an adequate allowance in consideration of the fact that he or she has, in addition to the routine workload, to go about visiting a number of local practising schools to supervise teaching work of trainees for which he or she is not paid any conveyance allowance.
- (3) The workload of the training school staff should be on par with that of the teachers of multilateral and higher secondary schools. For determining the workload of teachers, supervision of and participation in community life activities and all healthy corporate activities of the school and hostel should be reckoned as part of the normal work.
- (4) Residential quarters should be made available in the training school campus for every member of the staff for the simple reason that the training schools are intended to be residential in character and for the close contact between the staff and the trainees.

XVI. Production of Educational Literature in Indian Languages

In this regard the "Study Group Report" says:

"The non-availability of adequate educational literature in

Indian languages is one of the main handicaps of the elementary teachers in India. Steps will, therefore, have to be taken to produce this literature in all the Indian languages. The primary responsibility for this programme should be on the National Council of Educational Research and Training, and the State Institutes of Elementary Education. The organisations of teachers have a particularly important role to play in this sector and should be encouraged in all possible ways to assume a share of this responsibility."

This shall be an integral part of the functions of the proposed State Institute of Elementary Education. The Group is, therefore, of the view that till the institute is established in a State, a beginning in this direction may be made by the Textbook Committee and the State Advisory Board for Primary and Basic Education.

XVII. Comprehensive Organization for Teacher Education

On this aspect the "Study Group Report" says:

"The programme for the reform of teacher education cannot be implemented effectively through *ad hoc* measures; it must be supported by an adequate organisation. We are firmly of the conviction that a time has come to create a permanent organisation at all levels which would be charged with the responsibility for improving teacher education and which should be giving continuous thought to its problems."

The Group endorses the recommendations fully. The Institute of Education in the State will undoubtedly have to play a significant role in this direction.

XVIII. State Councils of Teacher Education

The 'Study Group Report' recommends:

"In every State, there should be a State Council of Teacher Education, consisting of the Director of Education, representatives of the university departments of education, representatives of principals of training colleges for secondary teachers, representatives of the principals and teachers of training institutions for pre-primary and elementary teachers, and non-official educationists. The Council will deal with teacher education at all levels, pre-primary to secondary, and have the following functions:

- "(i) To prepare programmes for the development of teacher education and supervise their implementation;
- "(ii) To set standards for teacher education;
- "(iii) To confer recognition on institutions which fulfil the requirements prescribed by the Council;
- "(iv) To prepare the curriculum and syllabi according to which the training programmes, both pre-service and in-service, should be carried out;

- “(v) To conduct examinations and award certificates and diplomas;
- “(vi) To arrange for the inspection and supervision of the training institutions recognised by it;
- “(vii) To coordinate the training programmes and collaborate with other agencies in the State and outside in the furtherance of its objectives.”

The Group endorses the views expressed, subject to the modifications that there should be only one representative of the university, one district educational officer, one inspectress of girls' schools or deputy directress in charge of girls' education.

As for the functions of the State Council, items nos. (iii), (v) and (vi) may have to be deleted in case the Council is not intended to be a statutory body. In the opinion of the Group, special precaution should be taken in granting recognition to privately managed training schools and the criteria formulated for recognition should be strictly adhered to.

XIX. Special Officer for Training Institutions

The “Study Group Report” recommends:

“Every State should have a Special Officer (or any other suitable administrative machinery) whose whole-time responsibility would be for the programmes of training institutions and that the annual inspection of the training institutions should be carried out by panels of experts.”

The Group feels that the inspection of training schools should continue to be the responsibility of the Department (district educational officers and regional deputy directors). If, however, the Director of Public Instruction so desires, he may create a panel of experts, consisting of senior educationists and subject specialists from among principals of training schools and colleges.

XX. Department of Teacher Education in the National Institute of Education

The “Study Group Report” mentions:

“The decision to establish a Department of Teacher Education in the National Institute of Education is welcome. The Department should have the following functions:

- “(i) To act as a clearing house of ideas and information;
- “(ii) To provide advanced level training courses in teacher education;
- “(iii) To conduct research in various aspects of teacher education;
- “(iv) To prepare instructional literature in Hindi and other regional languages for the use of training institutions; and
- “(v) To provide consultative services to the States”.

The Group is in full accord with this recommendation.

XXI. Financial Implications

In this respect, the "Study Group Report" says:

"The total cost of a programme of teacher education, both pre-service and in-service, would be of the order of Rs. 112 crore spread over a period of 10 years. This would be about 5 per cent of the total direct expenditure on elementary education.

"A beginning should be made for implementing this programme by providing a sum of Rs. 20 crore in the third Five-Year Plan. A sum of about Rs. 60 crore would be needed in the fourth Five-Year Plan for this programme".

The Group strongly feels that the recommendation regarding the proposed sum of Rs. 20 crore should be fully implemented.

ADDITIONAL ITEMS EXAMINED AND DISCUSSED BY THE GROUP

I. Age-limit of Fresh Trainees

The minimum and upper age-limit for admission of freshers in training schools was fully examined by the Group against the conditions prevailing in each of the States. The Group is of the opinion that ordinarily the minimum age-limit for admission in respect of freshers should be 16, and 25 should be the upper limit and for the admission of teachers-in-service the upper age-limit should not exceed 35.

II. Financial Assistance to Trainees

A committee of the Group went into the matter and arrived at the conclusions that unless suitable financial assistance in the form of stipends or pay is given to all trainees, it would not be possible for the training schools to attract suitable candidates or make it easy for the teacher trainees to be free from financial worries and derive full benefit from the training. The recommendations of the committee in this regard are therefore as follows :

- (a) For freshers a stipend of the value of not less than Rs. 30 p.m. should be paid on a hundred per cent basis.
- (b) The teachers with more than 3 years' experience admitted to the training schools should get their full pay during the training period.
- (c) Teachers with less than 3 years' experience may be given a stipend of the value of Rs. 30 a month.

III. Admission Tests for Trainees

The report of the Study Group appointed by the Government of India has not specifically considered the problem of organizing

suitable admission tests for the trainees. This, in the opinion of the Group, is a vital matter. In order to effect qualitative improvement in the pupil-material, it is necessary to assess properly the suitability of the applicants for admission and select only such as have in them the potentiality of making good teachers, besides assuming leadership and helping small children in building up the right type of character.

The other point to be considered is that, for freshers, rationalized methods should be evolved to test :

- (a) their knowledge of the contents of the subject-matters;
- (b) their special aptitudes, if any, for the teaching professions;
- (c) their organizational ability and leadership qualities; and
lastly,
- (d) their capacity for an interest in social and community uplift.

ANNEXURE III
REPORT OF GROUP II
on
PERSPECTIVE PLAN FOR ELEMENTARY EDUCATION

THE COMPOSITION AND TERMS OF REFERENCE

This Group was constituted by the Third National Seminar on Compulsory Primary Education in its first session held on 27th May 1963. It consists of the following members:

Chairman

Shri G. P. Shivaram Mysore

Secretary

Shri T. Pranesacharya Mysore

Members

Shri A. V. Naidu	Andhra Pradesh
Shri B. Kachari	Assam
Shri R. N. Roy	Bihar
Shri H. A. Mistry	Gujarat
Dr. A. Samad	Jammu & Kashmir
Shri P. R. Viswanathan Nair	Kerala
Shri M. Ponniah	Madras
Shri K. M. J. Siddiqui	Maharashtra
Shri S. P. Varma	Madhya Pradesh
Shri R. S. Senapati	Orissa
Shri Jagdish Raj	Punjab
Shri S. M. L. Srivastava	Rajasthan
Shri B. S. Sial	Uttar Pradesh
Shri P. R. Chaudhuri	West Bengal
Shri B. K. Sharma	Himachal Pradesh
Shri C. Narayanan	Pondicherry
Shri S. C. Kundu	Tripura
Shri Maniharan Singh	Manipur
Dr. B. C. Dutt	Regional Centre for the Training of Educational Planners, Ad- ministrators and Supervisors in Asia, New Delhi

The Group was directed to consider Item No. 3 on the Agenda: the *Preparation of a Perspective Plan for the Development of Elementary Education in the States and Union Territories (1961—76)*. Later on, another item was also referred for study by the Group; and it was: a *Review of the Developments in relation to the Transfer of the Administration of Elementary Education to Panchayati Raj Institutions*.

The Group held four sessions:

- (1) From 8.30 p. m. to 10 p. m. on 28th May;
- (2) From 8 a. m. to 1 p. m. on 29th May;
- (3) From 8 p. m. on 29th May to 1 a. m. the next day; and
- (4) From 8 a. m. to 1 p. m. on 30th May.

After examining the terms of reference from all points of view, it made recommendations as given below.

I. PERSPECTIVE PLAN

(1) The Group found that the level of development reached in the different States varied considerably. Kerala stood at the top and is probably the only State which would be able to achieve 100 per cent enrolment in the age-group 6-14 by 1975-76. At the other end, we have a large State like U.P., where a big backlog is to be cleared and where it may not be possible to reach more than 95 per cent enrolment in the age-group 6-11 and 40 per cent enrolment in the age-group 11-14. It is, therefore, obvious that the content of the perspective plan for elementary education will vary considerably from State to State. The Group, therefore, recommends that each State should prepare, in the course of the next six months, a perspective plan for the development of elementary education within its area after taking into account all the local factors and needs. The all-India plan for the development of elementary education should then be compiled on the basis of these State plans. It would be possible for such an all-India plan to be ready for consideration by the next National Seminar if each State could prepare its plan by February 1964 and send it to the Ministry of Education.

(2) The Group felt that the preparation of a perspective plan for the development of elementary education (along with a broad outline of the fourth Five-Year Plan) will need intensive work for 3-6 months. It will also need the services of an educational officer assisted by one or two statisticians. The Group felt that proper justice would not be done to the preparation of such a plan unless a small cell of this type is exclusively assigned the task in the immediate future. The Group, therefore, recommends that the State Departments of Education should create such a cell, if it does not already exist.

(3) The Group was of the view that the progress in quantity and quality has to go on side by side. Even in the first three Plans, quantitative and qualitative programmes have always been taken up together, although the emphasis so far has been on quantitative expansion. In the fourth and the fifth Five-Year Plans, the emphasis should, in the opinion of the Group, shift on to qualitative improvement. This would be comparatively easy in States where about 75 per cent of the children are already enrolled in schools. Where the enrolments are below this level, the pressure of expansion will still continue and qualitative programmes may not get that

priority which they deserve. The Group was, however, of the opinion that the country as a whole should now emphasise on qualitative improvement and, therefore, recommends that special assistance should be offered to the less advanced States in order to enable them to undertake simultaneously programmes of quantitative and qualitative improvement.

(4) It was not possible for the Group to obtain exact details of the proportion of financial allocations for programmes of quantitative expansion and qualitative improvement in the third Five-Year Plan. The Group, therefore, recommends that the third Five-Year Plans of each State should be analysed from this point of view. In preparing the fourth Plan, care should be taken to see that the allocations made for programmes of qualitative improvement are substantially increased.

(5) In programmes of quantitative expansion, the major items will be (i) opening of new schools in schoolless areas; (ii) appointment of additional teachers in the existing schools; (iii) expansion of girls' education; (iv) reduction of wastage so that enrolment in the age-group 9-14 is increased; (v) part-time or continuation education for those children who cannot attend school on a whole-time basis due to poverty; (vi) promotion of education among the scheduled tribes and other weaker sections of society etc. In programmes of qualitative improvement, provision should be made for: (a) improving the remuneration of teachers; (b) improving the training of teachers—quantitatively and qualitatively; (c) improving the general service conditions of teachers; (d) provision of better buildings and equipment; (e) free supply of textbooks; (f) provision of midday meals; (g) improvement of administration and supervision.

(6) On a general review of the problem, the Group found that the States can be divided into two groups: the advanced and the less advanced. The practical definition to be adopted for the third Five-Year Plan to divide the States into these two categories is that a State where the enrolment in the age-group 6-11 is less than 75 per cent and less than 25 per cent in the age-group 11-14, may be regarded as less advanced. On this basis, the less advanced States would be Bihar, Jammu & Kashmir, Madhya Pradesh, Orissa, Rajasthan and Uttar Pradesh. At the beginning of the third Plan, about 60 per cent of the non-attending children in the country as a whole were found in these six States. In the third Plan, the gap between these six States and the others is actually widening in spite of the fact that some of them are making heroic efforts to enrol and clear backlogs. From the data now available, it appears that about 60 per cent of the non-attending children in the country as a whole would be in these six States at the end of the third Five-Year Plan. About 28 per cent of the non-attending children in the country as a whole would be in U.P. alone. The Group, therefore, felt that the problems of these six States would have to be examined separately and some satisfactory solutions would have to be found to enable them to reach the goal laid down by the Constitution.

(7) The Group feel that, by and large, the problems for the development of elementary education may be divided into two categories. In the advanced States, there is no serious problem of

enrolling all the children in the age-group 6-11. Quantitative expansion in these States will be mainly in the age-group 11-14 and there would be an over-all emphasis on qualitative improvement. In the less advanced States, a serious effort would be needed to enrol all children in the age-group 6-11 and the concentration of effort will have to be made in this sector. The emphasis on expansion in the age-group 11-14 would be less. There will also have to be some greater emphasis on qualitative improvement than in the past. The needs of these two groups of States are inherently different and the pattern of assistance from the Centre will have to be so designed that the needs of both the groups of States are adequately met.

(8) The Group wanted to do an exercise, in sufficient detail, in preparing targets for the fourth and the fifth Five-Year Plans to estimate the requirements of teachers and also of funds. It was found, however, that this task would not be possible. In the first place, the delegates to the Seminar are not necessarily officers in charge of Planning in the States concerned. Secondly, the necessary statistical and other data were also not available readily. Thirdly, this is a work which would need much more time than what the Group would be able to give to it. The Group, therefore, recommends that it would be desirable for the Ministry of Education to convene a special seminar of a week for the preparation of the perspective plan only, as early as possible, preferably before the end of October 1963. The officers in charge of elementary education in the States along with their statistical assistants, should be invited to this seminar. A proforma of statistical details required on the lines of the one prepared by the Maharashtra State should be circulated in advance and the delegates should be requested to bring the full data with them while coming to the seminar. The preparation of perspective plans of development of elementary education in the States and Union Territories would be greatly expedited if such a seminar could be held at an early date.

II. PANCHAYATI RAJ

(9) The Group found that the transfer of primary education to Panchayati Raj institutions is taking place increasingly. During the second Five-Year Plan, such transfers have been made in the States of Rajasthan and Andhra Pradesh. During the current Plan, the transfers have been made in Maharashtra, Gujarat, Orissa and Madras. In U.P. the Act was passed in 1961 and is being implemented from 1962, but the Rules under the new Act have not yet been finalised. Bihar has passed an Act and is proposing to introduce the scheme on an experimental basis in four districts from August 1963. A new Act has been passed in Madhya Pradesh. A Bill is under consideration in West Bengal as well as in Mysore. In Punjab, Assam, Jammu and Kashmir, and Kerala, there is no proposal to associate Panchayati Raj institutions with the administration of primary education. The Group had no time to go into the evaluation of this programme, but it felt that this was an important issue which needed a thorough examination. In the last seminar, a recommen-

dation was made to the effect that this programme should be examined in a special seminar convened for the purpose. This has not been done; but the Group was given to understand that the problem is now being examined by the Standing Committee of the Central Advisory Board of Education on Primary Education. The Group hopes that the report of the Committee will include a comprehensive review of the problem and will make necessary recommendations for the guidance of the State Governments. Some factual data on the subject was collected from the delegates and has been included in Appendix 1, that follows.

APPENDIX 1

PRIMARY EDUCATION IN PANCHAYATI RAJ

RAJASTHAN

1. Legislation

The Rajasthan Panchayat Samitis and Zilla Parishad Act was passed in 1959. It came into force on 2nd October, 1959

2. Scope of Delegation

From the education sector the following items were made over to the Panchayat Samitis:

- (i) Primary schools including schools run for scheduled tribes by the Social Welfare Department;
- (ii) Conversion of primary schools into Basic pattern;
- (iii) Scholarships and stipends to members of the scheduled castes and scheduled tribes and other backward classes;
- (iv) Establishment of information, community and recreation centres;
- (v) Establishment of youth organisations;
- (vi) Establishment of rural libraries; and
- (vii) Adult (education) centres.

3. Powers Reserved by the State Government

All powers that were not transferred are reserved by the State, the most important among them being prescription of curriculum, syllabus, textbooks, approval of periodicals, newspapers and library books for schools; teacher training, examination and promotion rules and admission rules. In short, the Department reserves academic control.

4. Levels of Delegation of Authority

Authority has been delegated to the block level. There are Panchayat Samitis in all 232 blocks and shadow blocks of the State.

5. Teachers

(a) APPOINTMENTS

Appointments are made by the Block Development Officer (who is ex-officio secretary of the Panchayat Samiti) on the recommendation of the Panchayat Samitis and Zilla Parishads Service Selection Commission. The Panchayat Samitis have the powers to make temporary appointments for a period of six months.

(b) TRANSFERS

The Block Development Officers have the power to transfer teachers within the Panchayat Samiti, while transfers from one Samiti to another within the same district are made by the District Establishment Committee, consisting of a member of the Panchayat Samitis and Zilla Parishads Service Selection Commission, the Zilla Pramukh (President of the Zilla Parishad) and the Collector.

As a rule teachers are not transferred within 2 years of their posting at a particular place. If a Block Development Officer wants to do it, he has to obtain the previous approval of the District Establishment Committee.

(c) PROMOTIONS AND PUNISHMENTS

Promotions

As all teaching posts in Panchayat Samitis are in the matric grade, promotions of the Panchayat Samiti teachers are made to posts of a higher scale in the Education Department on the basis of a district-wise common seniority list of all matric-grade teachers in the district (Panchayat Samiti teachers plus Government school teachers).

Punishments

Disciplinary action against the Panchayat Samiti teachers can be taken by the District Establishment Committee. The Block Development Officers can only issue warning and censure. This safeguards the interests of the Panchayat Samiti teachers.

6. Inspecting Officers

(a) The block-level inspecting officers of the Education Department are called Education Extension Officers. Formerly they were called Sub-Deputy Inspector of Schools. They are in Government service (non-gazetted) and on deputation to Panchayat Samitis.

(b) They work at the Panchayat Samiti level i.e. block level (actual block or shadow block).

(c) They are under the administrative control of Block Development Officers to a limited extent only. The Block Development Officer approves the tour programmes, passes T.A. bills, and grants casual leave and also privilege leave up to 2 months. The Block Development Officer also draws up the confidential report and sends it to the District Inspector of Schools who with his own remarks sends it to higher officers. Technical control over the Education Extension Officer is that of the District Inspector of Schools. The Panchayat Samiti has no power to punish the Education Extension Officer.

(d) The Education Department controls his service conditions.

(e) The Education Extension Officer (E.E.O.) is expected to inspect each primary school in his jurisdiction twice a year and submit his report to the Block Development Officer, and the District Inspector of Schools. The District Inspector of Schools can communicate his comments on the report to the Block Development Officer for taking necessary action.

7. Finance

(a) GRANTS

Up to the end of the second Five-Year Plan, the Education Department made 100 per cent grants of the funds required for salaries and allowances of teachers and contingent expenditure.

As for the schools to be opened in the third Five-Year Plan it has been decided that teachers' salary and allowances will be paid in full by the State Government, while contingent expenditure and non-recurring expenditure will be paid by the State Education Department and the Panchayat Samitis on 50 per cent basis.

(b) LOCAL RESOURCES

The Panchayat Samitis have their own sources of income. They can levy certain taxes including education cess. The Panchayat Samitis can spend as much of their own income on education as they like.

8. Organisation at Village Level

At the village level there is no statutory school committee. However, the Education Department has issued a circular to Block Development Officers asking them to form school improvement committees for each school.

9. Position of Social Education Organisers

The post of the Social Education Organiser has been abolished and the Social Education Organisers have been absorbed as Education Extension Officers. In the new set-up the Education Extension Officer looks after both education and social education programmes under his jurisdiction. In all first and second stage Block Panchayat Samitis, one Education Extension Officer is provided for 50 schools and if the number of primary schools is above 50, two Education

Extension Officers are provided. The number of schools per Extension Officer in Block Panchayat Samitis has been kept low so that the Education Extension Officers may be able to supervise both educational and social educational programmes.

10. Control of Education Department

In very extreme cases the Education Department can withhold grant. This power is inherent in the grant-making bodies. The Education Department can also take steps for the recovery of funds through proper procedure.

ANDHRA PRADESH

1. Legislation

Panchayat Raj in Andhra Pradesh has come into existence during 1959, by the passing of the Andhra Pradesh Panchayat Samitis and Zilla Parishad Act of 1959.

2. Scope of Delegation

Consequent on the passing of the above Act, primary education has been completely transferred to the management and control of the blocks. Primary education, however, remains under the control of the Zilla Parishad in areas where the Panchayat Samitis have not been constituted.

The management and control of the middle schools and secondary schools vest with the Zilla Parishad. One class II officer of the Education Department is posted to the Zilla Parishad as Deputy Secretary, Education, for the management of the middle and high schools. He acts as an administrative assistant to the Chairman of the Zilla Parishad. Inspection of middle and high schools, however, vests with the District Educational Officer of the district as usual.

3. Powers reserved by the State Government

The Government in the Education Department have reserved for themselves matters relating to inspection, syllabus, training of teachers, textbooks, examinations etc.

4. Levels of Delegation of Authority

(a) ZILLA PARISHAD

All middle and high schools (i.e. secondary education).

(b) PANCHAYAT SAMITI

Complete administration of primary education.

5. Teachers

(a) APPOINTMENTS

Teachers of all cadres are selected by the District Selection Committee at the district level comprising the Chairman of the Zilla Parishad, one elected member of the Zilla Parishad and the District Educational Officer of the district concerned. From out of the panel of candidates proposed by the District Selection Committee, teachers are allotted to the blocks as per their requirements. The presidents of the Panchayat Samitis order the appointments of teachers in their respective blocks.

(b) TRANSFERS

Transfers are ordered by the Block Development Officers in consultation with the Extension Officers (Deputy Inspectors) attached to the blocks. Inter-block transfers are ordered by the presidents of the Panchayat Samitis by mutual consent.

(c) PROMOTIONS AND PUNISHMENTS

Promotions and punishments are ordered by the Block Development Officers in consultation with the Extension Officer (Education). The power to dismiss the primary school teachers from service however vests with the presidents of the Panchayat Samitis. Appeal against such orders of dismissal shall lie with the Zilla Parishad.

6. Inspecting Officers

(a) The inspecting officers who were hitherto under the District Educational Officers have been transferred to the Panchayat Samitis. Whereas in the old set-up they were responsible only for the inspection of primary schools, in the new set-up they are responsible for administration of primary schools besides their usual inspection work. These Deputy Inspectors (Extension Officers for Education) are placed under the direct control of the Block Development Officers. The District Educational Officer only offers technical advice.

(b) He is responsible for the inspection of primary schools at the block level and assisting the District Educational Officer in the inspection of middle and secondary schools, besides administration work, viz., passing pay bills, sanctioning leave etc.

(c) He is under the direct and immediate control of the Block Development Officer.

(d) His service conditions are controlled with reference to Departmental rules and regulations by the Director of Public Instruction.

(e) Each primary school has to be inspected once a year besides paying three visits for the raising of efficiency. The reports are submitted to the District Educational Officer who reviews the inspection reports and gives such advice as is found necessary.

7. Finance

(a) GRANTS

The entire cost of primary education, *viz.*, payment of salaries, is paid by the Department through quarterly advance grants. The teaching grants payable to the Panchayat Samiti, shall be the entire cost *minus* receipts under cess collections.

(b) LOCAL RESOURCES

Nil.

8. There is no machinery for the organisation of school committees etc. at the village level.
9. The inspecting officer is responsible for the administration and inspection of primary schools and the Social Education Organiser is in charge of mass education programmes. Coordination between these two is required for the implementation of both primary and mass education programmes.
10. There is no direct control by the Department.

MAHARASHTRA

1. Legislation

1. The Zilla Parishad and Panchayat Samiti Act, 1961.
2. The Zilla Parishad and Panchayat Samitis came into existence in May 1962.
3. The power is delegated to the Zilla Parishads and the Panchayat Samitis. The Zilla Parishads are mainly decision-making bodies and the Panchayat Samitis are executive agencies.

2. Scope of Delegation

All the primary, middle and high schools run by the State Government have been transferred to the Zilla Parishads. The opening of new primary and secondary schools is also the responsibility of the Zilla Parishads.

3. Powers Continued with State Government

The prescription of textbooks, curriculum, the conducting of public examination, and teachers' training.

4. Levels at which Powers are Delegated

1. The powers regarding general policy matters are delegated to the Zilla Parishad.

2. Administrative powers are delegated to the Chief Executive Officer, who in turn has delegated the powers to the Head of the Department.
3. The Parishad Education Officer is a class I officer who is in over-all charge of Education and is declared as Head of the Department. Under him there are two or more class II officers who are made in-charge of primary and secondary education at the district level. The inspecting officers in class III are posted at the blocks and they are under the general supervision of the Block Development Officer.

5. Teachers

(a) APPOINTMENTS

Selections are made by the District Selection Board which consists of the Collector, the Chief Executive Officer, the Head of the Department and two non-officials nominated by the Government. Appointment is made by the Parishad Education Officer.

(b) TRANSFERS

Transfers are effected by the Project Executive Officer.

(c) PROMOTIONS AND PUNISHMENTS

Orders on promotions and punishments are issued by the P.E.O. Confidential rolls of the teachers are written by the Assistant Deputy Education Inspectors, and of the inspecting officers by the Project Executive Officer.

6. Inspection

The P.E.O. inspects high schools and training colleges, and the primary schools are inspected by the A.D.E.Is. Service conditions of State Government servants are prescribed by the State Government and of the employees of Zilla Parishad by the Zilla Parishad.

7. Financial Matters

Grants are released by the State Government on the basis of the percentage fixed for certain schemes. The Plan schemes get 100 per cent grant, the purpose schemes and establishment get 75 per cent grant. In addition, the State Government gives equalisation grant at the rate of Rs. 2 per head, block grants for special schemes, and deficit grants, in case the Zilla Parishads meet with deficits. In addition, the Zilla Parishads are authorised to raise taxes, impose cess and enhance land revenue, if they like.

8. Village-level committees are actually school committees in Western Maharashtra to help the school in getting enrolment and providing accommodation.

9. Social Education Organisers and A.D.E.s. are placed on the same footing and they are designated as Extension Officers for Education. They are entrusted with inspection work and social education in their circles or beats. The Lady Social Education Organiser is in charge of programmes for women and children.

10. Coordination

The Education Department offers technical guidance to the Zilla Parishads. The Regional Deputy Directors are authorised to inspect the Education Department of Zilla Parishads and bring coordination in the programme of different districts. The progress of expenditure under Plan schemes is watched by the Department. The quarterly reports on the work done by the Zilla Parishads are scrutinised by the Department. The teacher training programme is organised by the State Government.

GUJARAT

1. Legislation

The Gujarat Panchayat Act of 1961. Panchayat Raj was introduced on 1st April, 1963.

2. Scope of Powers Delegated

- (i) All primary schools, other than those belonging to Municipal School, Bombay and grant-in-aid primary schools in the municipal areas
- (ii) Social education
- (iii) Bal Mandirs
- (iv) Village libraries

Training of teachers, examinations, syllabus and prescription of texts remain with the Education Department.

3. Levels of Delegation

(a) DISTRICT LEVEL

There is an Education Committee of the District Panchayat. The Administrative Officer (class II, a Government servant on loan service) is the secretary of the Education Committee and the principal executive officer. The District Education Committee looks after general administration, supervision and inspection of primary schools. All inspecting officers are attached to the District Administrative Officer's office.

(b) TALUK LEVEL

There is a Taluka Education Committee. Its principal executive officer is the Assistant Administrative Officer (class III, a Government servant on loan service). The Taluka Education Committee is mainly responsible for the enforcement of the compulsion scheme and the starting of new schools.

(c) VILLAGE LEVEL

There is an Education Committee of the Gram Panchayat. Its responsibility with respect to education is confined to provision of building and equipment for primary schools and propaganda in respect of compulsion.

4. Teachers**(a) APPOINTMENTS**

Appointments are made by the Administrative Officer from amongst the lists prepared by the Staff Selection Committees comprising chairman of the District Education Committee, District Education Inspector and District Administrative Officer.

(b) TRANSFERS

Inter-taluka transfers are made by the Staff Selection Committee within the taluka. The Assistant Administrative Officer makes the transfers.

(c) PROMOTIONS AND PUNISHMENTS

The Staff Selection Committee awards selection grades to the eligible teachers and also appoints headmasters of primary schools.

The District Administrative Officer is the principal executive officer and he takes disciplinary measures wherever necessary, against the teachers, ministerial staff and the inspecting staff. The aggrieved teachers have a right of appeal to the tribunal comprising the Chairman of the District Education Committee and the District Education Inspector.

(d) PAYMENT OF SALARIES

Every month the District Administrative Officer requisitions the amount of money required for the disbursement of teachers' salaries from the District Development Officer and remits the necessary money by cheque to each taluka. The Assistant Administrative Officer makes the actual payment.

5. Inspecting Staff

(a) The 'Nirikshaks' are Government servants transferred to Panchayat on loan basis. Even in future the 'Nirikshaks' will be recruited by the Government and given on loan to the Panchayats. They will form the cadre of inspecting officers for primary schools.

(b) The District Administrative Officer and the Assistant Administrative Officers are Government servants on loan service.

They work under the District Development Officer and the Taluka Development Officer respectively.

(c) As District Administrative Officers and Taluka Administrative Officers are Government servants, the Government controls their service conditions. Similarly, the conditions of service for 'Nirikshaks' too are controlled by the Government.

(d) The 'Nirikshaks' inspect primary schools and submit reports to the Taluka and District Administrative Officer endorsing a copy to the headmaster of the school for compliance.

6. Finance

(a) The rules in this respect have not yet been worked out and hence at present the old basis continues, *i.e.*, the Government pays grants to the tune of entire expenditure *minus* what is realized by way of local taxes and conditions.

(b) It is permissible under the Panchayat Act for the Gram, Nagar, Taluka and District Panchayats to levy educational taxes.

7. Position of Social Education Organiser vis-a-vis the Nirikshaks

The cadre of male Social Education Organisers became extinct on 20th March, 1963. The lady Social Education Organisers are under the control of the Social Welfare Department. The male Social Education Organisers were absorbed as Taluka Extension Officers. It is presumed that lady Social Education Organisers and the 'Nirikshaks' will do the work connected with social education. The procedure for co-ordinating their activities in the new set-up has yet to be evolved. Prior to the establishment of Panchayat Raj, this was ensured by inviting male Social Education Organisers to attend the monthly meeting of the inspecting officers presided over by the District Education Inspector.

ORISSA

1. Legislation

The Orissa Zilla Parishad Act, 1959 came into force on the 26th January, 1961. The primary schools were transferred to the management and control of Panchayat Samitis on 1st September, 1961.

2. Scope of Delegation

The following category of primary schools have been placed under the Panchayat Samitis:

1. Government primary schools
2. Government-managed primary schools in ex-State areas

3. Schools taken over from Ex-District Boards
4. Directly aided primary schools
5. Junior Basic schools
6. Sevashrams under Tribal and Rural Welfare Department

The administrative and management aspects have been transferred. The technical control like inspection, examination, textbooks, syllabus, prescription of qualification of teachers, training of teachers, award of scholarships, framing of rules to regulate condition of service of primary teachers, opening of new schools, allotment of additional teachers still vest in the Education Department.

3. Powers Reserved by the Education Department

The State Education Department has reserved powers with regard to the following: (i) appointment and transfer of Sub-Inspectors of Schools working in the Panchayat Samiti (block); (ii) organisation of seminars of teachers on orientation of primary schools towards Basic pattern; (iii) organisation of special training camps and refresher courses for primary teachers; (iv) fixation of teacher-pupil ratio; (v) appointments of and payment to school mothers in primary schools; (vi) fixation of pay of primary teachers; and (vii) transfer of primary teachers from one district to another.

4. Levels of Delegation of Authority

(a) VILLAGE LEVELS

A School Committee is formed consisting of the members of the Gram Panchayat representing the village in which the school is located and three other persons nominated by the Gram Panchayat. The Chairman of the School Committee is appointed by the Sarpanch of the Gram Panchayat from amongst the members of the School Committee.

The School Committee collects money and materials for midday meals, arranges service of midday meals, takes care of the school and attends to the emergency needs of the school at times of unforeseen accidents like fire, cyclone, flood etc., organises enrolment drives in the school area, ensures regular attendance of teachers and students. The Chairman grants casual leave to the primary teachers.

(b) PANCHAYAT SAMITI LEVEL

Teacher-grants are released in the name of the Block Development Officer of each Panchayat Samiti on a quarterly basis and the Block Development Officer draws the amount in a grant-in-aid bill form countersigned by the District Inspector of Schools. He deposits the money in the P.L. Account of the Samiti and makes payment to teachers every month on receipt of a salary bill for the teachers serving in the block in a prescribed form from the concerned Sub-Inspector or Assistant Sub-Inspector of Schools as the case may be.

The Panchayat Samiti executes other functions as below:

- (i) The Chairman of the Panchayat Samiti grants leave to the teachers on the recommendation of the Sub-Inspector.
- (ii) The Samiti attends to annual repairs to school buildings, improves the buildings, acquires land for the expansion of the school, school orchard etc.,
- (iii) The Samiti also supplies furniture and standard equipment to the primary schools.
- (iv) It also supervises enrolment drives, and supplies annual statistics in respect of primary schools to the District Inspector of Schools.
- (v) It supervises the distribution and utilisation of UNICEF milk powder in schools, and arranges midday meals programme.
- (vi) The Chairman of the Samiti may inspect the schools and the members of the Samiti may pay surprise visits to the schools to check regular attendance of teachers and pupils.
- (vii) The Zilla Parishad makes appointment of teachers according to the district quota allotted by the Department of Education, but the Panchayat Samitis post the teachers in the schools in their respective areas as per the distribution of the quota made by the Zilla Parishad.

(c) ZILLA PARISHAD LEVEL

The Zilla Parishad distributes development grants for repairs, construction of buildings, for provision of midday meals, for the purchase of equipment, for organising enrolment drives etc. among the Panchayat Samitis in the district.

The Parishad has powers to make appointment of teachers after selection by a District Selection Committee in the Zilla Parishad cadre.

The Chairman may inspect schools in his area and record his opinion on the general administration of the school in the School Visitors' Book.

The Zilla Parishad exercises advisory and supervisory powers.

5. Teachers

(a) APPOINTMENT

The teachers are appointed by the Chairman of the Zilla Parishad out of the list prepared by the District Selection Committee consisting of the following members:

Chairman of the Zilla Parishad.....*Chairman*
 Vice-Chairman, Zilla Parishad.....*Member*

District Inspector of Schools.....*Secretary and Convenor*
 District Inspectress of Schools.....*Member*
 District Welfare Officer.....*Member*

Teachers so appointed are placed with Panchayat Samitis who post them to particular schools.

(b) TRANSFERS

(i) The Chairman, Panchayat Samiti may transfer a teacher from one school to another within the block, in consultation with the Sub-Inspector of Schools.

(ii) The Chairman of a Zilla Parishad may transfer a teacher from one Panchayat Samiti (block) to another within the district.

(iii) The Director of Public Instruction may transfer a teacher from one district to another.

(c) PROMOTIONS AND PUNISHMENTS

Promotion shall be made by the Chairman of the Zilla Parishad (appointing authority) on the recommendation of the Chairman of a Panchayat Samiti in consultation with the Sub-Inspector of Schools. Punishments may be imposed by the Chairman of the Zilla Parishad on any primary school teacher on the recommendation of the Chairman of Panchayat Samiti. The views of the Sub-Inspector of Schools is to be given due weightage in the interest of departmental discipline. Appeal lies with the Government.

(d) PAYMENT OF SALARIES

Payment is made by the Block Development Officer on receipt of a salary bill from the Sub-Inspector of Schools.

6. Inspecting Officers

(a) The Sub-Inspector or Assistant Sub-Inspector of Schools is a Government servant appointed in the S.E.S. or L.S.E.S. He is appointed by the Inspector of Schools in consultation with the District Inspector of Schools.

(b) He works at the Panchayat Samiti level.

(c) The Sub-Inspector of Schools is under the Department. But liaison is maintained in the following manner :

The Block Development Officer approves the tour programme and tour diary of the Sub-Inspector of Schools and forwards the same to the immediate controlling officer of the Sub-Inspector. He also grants casual leave to the Sub-Inspector and forwards earned leave application to the immediate controlling officer. The proposal to put

the Sub-Inspector as Extension Officer of the block is under consideration of the Government.

(d) The Education Department controls his service conditions.

(e) The Sub-Inspector inspects all schools at primary level in the block.

(f) The follow-up on the inspection remarks of the Sub-Inspector of Schools is taken up by the Block Development Officer.

7. Finance

(a) SYSTEM OF GRANTS

100 per cent grants for payment of salaries to teachers are made available to Panchayat Samitis by the Director of Public Instruction. 50 per cent grants for repairs to schools, construction of school buildings, midday meals etc. are made available to Zilla Parishads by the Government through the Director of Public Instruction. (All developmental grants of a non-recurring nature are placed with the Zilla Parishad.)

(b) LOCAL RESOURCES

The Panchayat Samitis raise funds for meeting the 50 per cent of developmental expenditure. There is no education cess levied at present.

8. Organisation at Village Level

Vide para 4(a) above, the school administration is decentralised to the village level.

9. Social Education Organiser and His Relation to Inspecting Officer

The Social Education Organiser is in charge of milk distribution in primary schools and maintenance of orchards. The Sub-Inspector of Schools helps him in successfully executing these schemes. The S.E.O. is now placed in charge of the distribution of nationalised textbooks at the block level. The S.I. takes up this work in the absence of the S.E.O.

10. The Department and Control over Panchayat Raj Institutions

The Department has technical control over the school under Panchayati Raj. The Department requires the Panchayat Samitis and Zilla Parishads to submit utilisation certificates in respect of all grants and exercises such financial controls as are provided under rules. The Panchayati Raj institutions are answerable to the Department in respect of proper utilisation of grants, proper management of schools and for enforcing the departmental rules and regulations including conduct rules on teachers under them.

MADRAS

1. Legislation

The Madras Panchayat Act was passed in 1958. The whole State was covered by Panchayat Unions in three stages beginning from October, 1959 and ending with October, 1960.

2. Scope of Delegation

All the erstwhile District Board elementary schools are under the control of Panchayati Unions. Aided elementary schools in the Union area receive the teaching grants from the Panchayati Unions. The grant recommendations are being made by the Deputy Inspectors through the District Educational Officers, marking a copy direct to the Union Commissioner. Employment of additional teachers in aided elementary schools requires the formal sanction of the Panchayat Union Council.

3. Powers Reserved by the State Government

The administrative side of the elementary schools of the erstwhile District Boards alone has been transferred to the Unions. Schools run by the other departments of the Government, for example, Harijan Welfare Department, Forest Department, etc., are under the respective departments concerned. The Panchayati Union has no control over these schools run by the various departments. Inspection and other technical aspects of primary education are kept by the Education Department.

4. Levels of Delegation of Authority

At the district level no delegation has been given. Recently the District Board high schools have been placed under the special District Educational Officer appointed for the purpose. He is responsible to the Director of Public Instruction direct. At the block level the Union is made responsible for primary education. At the village level no delegation has been given.

5. Teachers

(a) Appointments of teachers in Panchayati Union schools are made by the Appointment Committee of the Panchayati Union consisting of the Commissioner, Chairman of the Union and another elected member. The Committee is responsible for appointments in Panchayati Union schools only.

(b) The Commissioner in consultation with the Chairman of the Union makes the transfers.

(c) The Commissioner is the authority to give promotion and inflict punishment on the teachers. The Divisional Inspector of Schools is the appellate authority for teachers in primary schools in Panchayat Unions.

6. Inspecting Officers

(a) The Deputy Inspector of Schools is the inspecting officer at the block level. He inspects the primary schools under all managements and sends his report.

(b) His reports to the District Educational Officer are reviewed by the District Educational Officer and forwarded to the respective managements with copies of reviews and inspection reports. The Commissioner as the manager of Panchayat Union schools acts on the reviews of the reports. The Deputy Inspector is not under the control of the Block Development Officer. He is under the control of the Department.

(c) The Department controls his service conditions.

(d) Inspection on the administrative side is being done by the Block Development Officer assisted by the Social Education Organiser. Inspection on technical side is being done by the Deputy Inspectors of Schools.

7. Finance

(a) Grants are paid to Panchayat Unions on a slab system calculated on land revenue, cess, surcharge, etc. Matching grants are given for cess surcharge.

(b) Further, Panchayat Unions are empowered to levy betterment taxes.

8. Social Education Committees are functioning at village level with the Panchayat President and the women members of the Panchayat on the committee.

9. The Social Education Organiser is called the Extension Officer of Education. He is under the control of the Block Development Officer. His diary of work is sent with a review made by the Block Development Officer to the District Educational Officer through the Revenue Divisional Officer of the division. The Social Education Organiser besides other duties of social education does the follow-up of the work by perusing the remarks made in the inspection book and in the inspection reports sent by the Department.

10. The Department grants recognition and has control over the technical side of primary schools. Recently the budget estimates of the Panchayat Unions pertaining to elementary education are also being sent through the District Educational Officers who are required to examine them regarding the estimates made therein.

UTTAR PRADESH

1. Legislation

Primary education was already under local bodies *vide* Municipal Boards Act of 1916, District Boards Act of 1922, etc.

The principle of democratic decentralisation has been accepted and the Kshetra Samitis and Zila Parishad Act, 1961 has been passed. It has come into force from 18th July, 1962. Primary education has now become the responsibility of the Kshetra Samitis from this date.

Rules under this Act are being framed.

2. Scope of Delegation

Primary education classes I to V.

3. Powers Reserved by the State

Academic and technical, e.g., curricula and syllabi, textbooks, teachers' training, examinations, inspections and grants with conditions of utilisation.

4. Levels of Delegation of Authority

(a) ZILA PARISHADS

The Adhyaksh Antarim Zila Parishad had already the powers of appointment, transfers (subject to certain restrictions as to percentage), disciplinary action, monetary sanctions, payment of salaries, etc. These will continue until delegations are provided in the rules to be framed.

(b) KSHETRA SAMITIS (BLOCKS)

As envisaged in the Act, and rules to be framed in respect of all matters connected with the administration of primary education.

(c) GRAM PANCHAYATS

Construction of buildings with the help of Government and block grants. Panchayats are to provide free land and at least Rs. 500 in cash or kind. Advisory and general supervisory functions through Prarambhik Pathshala Prabandhak Samitis functioning at village level, e.g., increasing enrolment, repairs and maintenance of support for these and equipment, making school as a community centre through recreational, cultural social and educational activities, visit to schools to ensure attendance of teachers and students.

Rules under the Act are being framed and these would prescribe specific functions, duties and powers of these bodies. School welfare and improvement programmes would be their important functions.

5. Teachers

(a) APPOINTMENTS

Appointments are made by Adhyaksha, Zila Parishad on the recommendation of Chunav Samiti, consisting of (i) Adhyaksha, Zila Parishad, (ii) one member of the Karya Samiti to be nominated by it every year, and (iii) Head of the Department, viz., Superintendent

of Education (Deputy Inspector of Schools). The Adhyaksha has power to make temporary appointments for one year without consulting the Chunav Samiti.

Rules as to academic and professional qualifications, criteria for assessment of merit, etc., are under preparation.

(b) TRANSFERS

Pramukh Kshetra Samiti within the block (inter-block) (under a Government order of Panchayat Raj Department) and Adhyaksha, Zila Parishad in the district (inter-block).

It has raised certain constitutional difficulties and rules to be framed are expected to resolve the issues involved. Existing rules lay down restrictions as to percentage of transfers in annual arrangements and during the session.

(c) PROMOTIONS AND PUNISHMENTS

Direct recruitment is made to the posts of assistant masters of primary schools. Other posts are filled by promotion by the Adhyaksha on the advice of Chunav Samiti. Rules are being framed for these and for punishments, the powers of which at present vest in the appointing authority.

6. Inspecting Officers

(a) They are Government servants of the Department.

(b) The officers are Deputy Inspectors of Schools (Superintendent of Education) for districts, Sub-Deputy Inspectors of Schools for circles, which are generally co-terminus with blocks as far as possible.

(c) The inspecting staff is under the general control of the Adhyaksha.

The question is under consideration as to whether the S.D.I. should or should not be under the Block Development Officer, and if so, to what extent?

(d) The Department at present controls service conditions.

(e) With regard to the scope of inspection, it may be pointed out that Deputy and Sub-Deputy Inspectors inspect the entire work of schools in all aspects. The District Inspector has powers of inspection of schools and Educational Officers of the Parishad. He is also required to inspect the education side of all block offices of the district once a year.

7. Finance

(a) GRANTS

Government give grants to Zila Parishads, who also contribute their share. Certain grants, e.g., on revision of salaries and additional dearness allowance, Plan grants, are paid in full on 100 per cent basis by the Government. Building grants are placed at the

disposal of the Gram Panchayats by the Zila Parishads through the prescribed procedure.

(b) LOCAL RESOURCES

Zila Parishad contribution (called prescribed minimum) is given from its own sources, viz., taxes, ferry, *tehbazari*, licensing fee, local rates interests etc. Panchayats have power of taxation and raising funds. Their contribution to the maintenance of schools is at present almost Nil except that they provide free land and at least Rs. 500 per building.

8. Organisation at Village Level

Gram Panchayat (executive body of the Gram Sabha) and Prarambhik Pathshala Prabandhak Samiti of which the headteacher of the local primary school is the secretary:

- (1) Adhyaksha: Elected by the Samiti
- (2) Secretary: Headteacher
- (3) Members: Three representatives of Panchayat. If a school serves more than one Panchayat, then
- (5) two representatives of each Gram Panchayat
- (6) Member: Adhyaksha of Mahila Mandal. If it does not exist, then a lady co-opted member
- (7) Member: One co-opted member interested in education.

9. Social Education Organiser and His Relation with the Inspecting Officer

There is no Social Education Organiser. There used to be an Assistant Development Officer for social education called A.D.O. (Social Education) in each block. These posts have been abolished and their functions are carried on by the Panchayat inspector. Functions of the latter and of inspecting officers are separate. Relationship is of mutual co-operation.

10. The Education Department and Its Control over Panchayat Raj Institution

The Deputy and District Inspectors have to see that rules are observed and grants are properly utilised according to the conditions attached to them. The District Inspector has to inspect the Block Officers at least once in a year and the Regional Deputy Directors of Education are required to inspect two blocks per district every quarter. This is done under executive orders of the Government.

ANNEXURE IV
REPORT OF GROUP III

THE COMPOSITION AND TERMS OF REFERENCE

This Group was constituted by the Third National Seminar on Compulsory Primary Education, in its first meeting held on 27th May, 1963. The Group consisted of the following members:

Chairman

Smt. R. Kakkar Uttar Pradesh

Secretary

Smt. S. Chauhan Madhya Pradesh

Members

Smt. A. Vanajakshi Andhra Pradesh
 Shri R. P. Dass Assam
 Smt. L. Banerjee Bihar
 Dr. Y. R. Desai Gujarat
 Shri D.D. Menghi Jammu & Kashmir
 Shri P. R. Vishwanathan Nair Kerala
 Shri M. Ponniah Madras
 Shri K. J. Save Maharashtra
 Shri L. N. Patnaik Orissa
 Shri Girdhari Lal Rajasthan
 Shri P. R. Chaudhuri West Bengal
 Shri I. Singh Manipur
 Smt. A. Roy Tripura
 Shri M. C. Nanavatty Ministry of Community Development and Co-operation

 Dr. B. C. Dutt Regional Centre for the Training of Educational Planners, Administrators and Supervisors in Asia, New Delhi

The terms of reference were :

- (i) Review of the scheme of the Orientation of School Teachers in Community Development, jointly promoted by the Ministry of Education and Ministry of Community Development, Co-operation and Panchayati Raj (A memorandum on this item is given in Appendix 2 that follows this Annexure, page 76);
- (ii) Orientation Training of Primary School Women Teachers of Rural Areas in Community Development and Women's and Children's Welfare (A memorandum on this item is given in Appendix 3, that follows Appendix 2, page 84); and

(iii) Conditions for Recognition of Rural Balwadis by Education Departments

The Group held five meetings as follows:

(i) 28th May, 1963	..	8-30 p. m.
(ii) 29th May, 1963	..	8-00 a. m.
(iii) 29th May, 1963	..	4-30 p. m.
(iv) 29th May, 1963	..	8-30 p. m.
(v) 30th May, 1963	..	8-00 a. m.

The Group discussed the items referred to it in these meetings and submitted its report as given below.

Item No. V: REVIEW OF THE PROGRESS OF THE SCHEME OF ORIENTATION OF SCHOOL TEACHERS IN COMMUNITY DEVELOPMENT

The Group reviewed the progress of the Orientation Scheme and was happy to note the good progress that has been made. The Group made the recommendations as below on the various aspects of the scheme, with a view to making it more effective.

I. Orientation of Teacher-Educators at Social Education Organisers' Training Centre

(a) The Group recommended that two courses of one month each, may be organised for teacher-educators during summer and October vacations as this will facilitate the teachers' training institutes to depute their teacher-educators. The periods of vacation in different States are given in Appendix 4, (that follows Appendix 3) page 89.

(b) The seminar of three days' duration for the principals of the teachers' training institutes may be organised any time during the middle of a term. During this period the heads of the institutions will not find it difficult to attend the seminars.

(c) Additional courses for covering the backlog of training accumulated during the last year may be organised as suggested below:

Uttar Pradesh	. . . .	Middle of July or August
Madhya Pradesh	. . . .	Middle of July or August
Maharashtra	. . . .	December
Gujarat	. . . .	December
Rajasthan	. . . .	Winter
Jammu & Kashmir	. . . .	Summer vacation
Orissa	. . . .	October
West Bengal	. . . .	May and June
Andhra Pradesh	. . . .	Summer vacation
Tripura	. . . .	Summer vacation
Bihar	. . . .	Summer vacation or October

(d) With regard to the duration of the orientation course for teacher-educators, the Group was of the opinion that the present period of one month should continue in view of the importance of giving adequate instruction to teacher-educators in the subject.

(e) The Group further recommended that in addition to the introduction of the subject of community development in the syllabus for primary teachers' training, efforts may be made to introduce the subject in the Basic training institutes/senior Basic institutes. Universities may be requested to examine the possibility of introducing the subject in the teachers' training colleges.

II. Supply of Books on Community Development

The Group reviewed the progress made in the purchase of books by the teachers' training institutes under the scheme and recommended that the principals of the teachers' training institutes should be requested to follow up the question of purchasing the books, with the State Directorates, and the State Governments should expedite conveying the sanction of Rs. 300 to each of the teachers' training institutes, if not done already.

III. Syllabus for Teachers' Training Institutes

(a) It was observed that some of the States have already introduced the subject of community development in the syllabus of the primary teachers' training institutes. Wherever the subject has not yet been introduced, the Group recommended that the subject of community development should be introduced in the syllabus on the following lines:

- (i) The emphasis on 'school and community' should be given as a background of the entire training programme;
- (ii) A short course on the programme of community development as followed in the country should be introduced;
- (iii) Practice lessons on topics relating to 'school and community', should be given.

(b) The Group further recommended that 'community development' should be included as a subject for the examination of the teachers' training institutes.

IV. Seminars of Inspecting Staff of the Education Department

(a) The Group recommended that it is desirable to have a separate seminar on the subject of 'community development' for the inspecting officers, both at the State and district levels. However, during the emergency, if such seminars are not held, the subject of 'community development' could be discussed at the annual seminars and conferences or meetings of educational officers.

(b) It is, therefore, desirable that the staff of the Community Development Department is also invited to such seminars and discussions, especially at the district level.

V. Extension Activities in the Training Institutes

(a) The Group recommended that the following activities may be adopted for extension work at the training institutes:

- (i) School-community relations,
- (ii) Formation of parent-teacher associations,
- (iii) Securing help from the village community for school improvement,
- (iv) Organisation of midday meal programmes,
- (v) Promotion of social education programmes including adult literacy, library and reading rooms,
- (vi) Maintenance of school buildings with the help of the community, and
- (vii) Visits to local projects, if any.

(b) For effective promotion of these extension activities by the teachers' training institutes, it is necessary to have a suitable pamphlet on the subject. Such a pamphlet should be prepared under the scheme jointly by both the Education and Community Development ministries and translated by the State Governments in regional languages.

(c) For effective promotion of extension activities, the inspecting officers should pay greater attention towards the promotion of these activities during their inspection of the teachers' training institutes.

(d) The Block Development Officers and other Extension Officers should be invited to give talks on community development at the teachers' institutes.

(e) The student-teachers should visit important development projects in the blocks.

(f) The extension workers should help the teachers' training institutes in promoting the extension activities in nearby villages.

(g) The help of the local communities and their Panchayats should be secured for the promotion of extension services in the practice schools.

VI. Production of Literature on School-Community Relations

(a) The Group recommended that for the effective preparation of suitable literature on the subject, it is necessary to secure the help of the State Directorates of Education.

(b) In addition, a prize competition scheme may be introduced for the preparation of literature by field workers including teachers and principals of teachers' training institutes.

(c) Attention may be drawn of the Directorates of Education to the importance of undertaking the programme of translation of these publications in regional languages.

The scheme already provides for the translation of these publications on the basis of 100 per cent payment from the Centre. The Group felt that it was essential to have these publications translated in regional languages both for the trainees and the instructors.

(d) The Group further recommended that journals such as 'Nai Talim' and others should include items relating to school-community programme.

(e) In addition to the two pamphlets* already published, which are found to be really useful in the field, a pamphlet be prepared on Do's and Don'ts for school teachers in promoting the school-community programme.

VII. School and Community

The Group reviewed the progress made in promoting school-community relations and noted with appreciation the increasing response given by the local community in States in promoting programmes like midday meals, school improvement, construction and maintenance of school buildings, etc.

VIII. Orientation of Teachers who are not Likely to Attend the Teachers' Training Institutions

The Group recommended that a short course in school-community relations should be introduced as an integrated part of the in-service training programme. Alternately, a training programme of short duration should be taken up at the block level with the co-operation of the block staff or at the teachers' training institutions during vacations.

Item No. VI: ORIENTATION TRAINING OF PRIMARY SCHOOLS WOMEN TEACHERS OF RURAL AREAS IN COMMUNITY DEVELOPMENT AND WOMEN'S AND CHILDREN'S WELFARE

The Group examined the note on Orientation Training to Women Primary School Teachers of Rural Areas in Community Development and Women's and Children's Welfare (Appendix 3, page 84). With a view to utilising the services of women teachers for women's and

(1) School and Community, 1961, Ministry of Education, pp. 21

(2) Handbook for Training Institutions for Primary Teachers, by K. N. Srivastava, 1962, Ministry of Education and Ministry of Community Development and Cooperation, pp. 86

children's welfare activities, the Group recommended that wherever the double shift system was prevalent or has to be introduced, women teachers would not find spare time for any additional activities, but wherever single shifts existed, women teachers should be encouraged to take up the following activities as an integral part of their duties:

- (a) Conducting an adult literacy class for women—three times a week.
- (b) Holding mothers' meetings once a fortnight and have demonstrations on nutrition, health and hygiene for children, etc.
- (c) Visiting homes periodically, say once a week or a fortnight, with the help of *gram laxmis*, *gram sevikas*, *mahila mandal* members, women members of Panchayat, etc., in order to improve the home environment, so that the values inculcated in the school are not adversely affected but positively promoted in the home also.
- (d) Promote gardening, children's museum etc. in the school for all of which the facilities available in the block and Panchayats could be utilised.

With regard to the organisation of *balwadis* by the women teachers, the Group was of the opinion that additional training should be given to them in suitable institutions for a period of 2 to 3 months and a reasonable honorarium should be given to them for running these *balwadis*. The co-operation of the Education Department should be secured in selecting women teachers for *balwadi* work. This is suggested only as an interim measure till fully trained nursery/pre-primary school teachers are made available for running the *balwadis*.

Item No. VII: CONDITIONS FOR RECOGNITION OF BALWADIS IN RURAL AREAS BY EDUCATION DEPARTMENTS

The Group reviewed the position with regard to the system of giving recognition to *balwadis* and pre-primary schools adopted by different States. It was found that a large number of States have already adopted a system of giving recognition to nursery/pre-primary schools. It was, however, observed that some of the States have adopted a system of giving grants to nursery/pre-primary schools, which fulfil requirements of qualifications and training of teachers and of site, buildings, equipment, etc., and no recognition is given to *balwadis*.

While examining the question of giving recognition to the large number of *balwadis*, nearly 20,000 existing in rural areas both under

the programme of Community Development and Social Welfare, the Group felt the necessity of regularising the existing *balwadis* and improving their standards.

The Group, therefore, recommended that the Education Departments of the States may take up the question of granting recognition to these *balwadis* keeping in view the fact that these are rural institutions deserving encouragement. State Governments may draw up simple sets of rules for this purpose depending on local conditions.

The Group further recommended that these *balwadis* may be given provisional recognition in the initial stage and the Education Departments may at the same time organise training courses of short duration for the teachers working in the *balwadis* and thus help to raise the standards. It was also suggested that the inspecting staff may be requested to supervise the work carefully.

APPENDIX 2

Review of the Progress of the Scheme of Orientation of School Teachers in Community Development

The scheme of Orientation of School Teachers in Community Development was jointly initiated by the Ministry of Education and the Ministry of Community Development and Cooperation in 1961 with the help of the funds available from the Ford Foundation. The broad outline of the Scheme was as follows:

- (a) Orientation to the community development programme should form an integral part of the syllabus for the training institutions for primary teachers;
- (b) To equip the training institutions for primary teachers and to impart this orientation in the community development programme to primary teachers, the following measures were promoted;
 - (i) Training of at least two members of the staff of each training institution for primary teachers in community development during 1961 and 1962;
 - (ii) Equipping the teacher training institutions with books and other materials necessary for imparting this orientation;
 - (iii) Starting extension services in every primary training institution in order to give practical training in the community development programme to the primary teachers; and

- (iv) Preparing the necessary syllabi, notes on methods of teaching and handbooks for teachers and to supply them to the training institutions and the primary schools.

2. The First Step: Orientation of School Teachers

According to the Scheme, it was proposed that one principal and two teacher-educators from each of the 1200 teachers' training institutes would attend the three-day seminar and one-month orientation course, respectively, by 1963. The following table indicates the position of the training programmes:

NUMBER OF COURSES HELD IN EACH SOCIAL EDUCATION ORGANISER'S TRAINING CENTRE

S. E. O. T. C. AT	SEMINARS FOR PRINCIPALS		COURSES FOR TEACHER- EDUCATORS	
	<i>Number Organised</i>	<i>No. of Participants</i>	<i>Number Organised</i>	<i>No. of Participants</i>
1. Baroda	1	38	1	42
2. Indore	1	42	..	..
3. Allahabad	1	48	1	52
4. Laxi Sagar (Bhubaneshwar) .	1	29	1	36
5. Sriniketan	3	76	3	82
6. Coimbatore	2	35	2	48
(One seminar and one course were cancelled at Coimbatore.)				
7. Bakshi-ka-Talab	4	141	4	129
8. Udaipur	4	97	3	79
9. Gargoti	4	96	3	101
(One course and one seminar were cancelled at Gargoti.)				
10. Gandhigram	4	125	7	200
11. Nilokheri	4	69	3	71
(One course was cancelled at Nilokheri.)				
12. Belurmath	1	23	1	26
	30	819	29	866

The details of the teacher-educators who attended the training courses and the principals who attended the seminars are given in the table below.

State	First Round of Training		Second Round of Training	
	1961 and 1962		1963 up to 30-4-63	
	Principals	Teacher-Educators	Principals	Teacher-Educators
1. Assam	..	9	..	..
2. Andhra Pradesh	..	38	N.A.	44
3. Bihar	92	87	..	..
4. Gujarat	53	54	..	..
5. Jammu & Kashmir	..	..	..	..
6. Kerala	..	..	..	..
7. Madras	110	107	14	19
8. Maharashtra	77	75	8	14
9. Madhya Pradesh	88	30	10	7
10. Mysore	54	112	10	5
11. Orissa	83	76	15	28
12. Punjab	64	71	..	..
13. Rajasthan	25	49	9	..
14. Uttar Pradesh	104	96	50	45
15. West Bengal	61	56	4	8
16. Delhi	1	..	..	..
17. Himachal Pradesh	3	..	..	..
18. Tripura	3	..	..	..
19. Manipur	..	3	..	..
20. Andaman & Nicobar	..	1	..	..
21. Pondicherry	..	2	..	..
	818	866	120	170

The above two tables show that 938 principals and 1036 teacher-educators had attended the seminars and orientation courses, respectively by the 4th of March, 1963. Of them, 122 principals and 125 teacher-educators were women.

It may be noted that although 35 seminars were organised with the total capacity of 1400 principals, only 938 could take advantage of the facilities provided, thus leaving 462 seats unused. Similarly 35 orientation courses were organised with the capacity of 1,400

teacher-educators, but only 1,036 could attend, leaving 364 seats unused. Although the attendance of the teacher-educators is slightly better than those of the principals, only 75 per cent of the facilities available for orientation were made use of. It is, therefore, necessary to consider how the facilities of orientation training provided at the S.E.O.T.C's. could be better utilised. It has been indicated by some of the States that the convenience of the training institutions was not taken into consideration while fixing the dates for the seminars and the orientation courses. Some of the States would like to discuss the details of the programme before the dates for the courses were fixed.

It is, therefore, considered desirable to get the views of the Third National Seminar on Compulsory Primary Education on the following:

- (a) The period convenient to the teachers' training institutes for participation in the seminars and orientation courses at the S.E.O.T.C's.
- (b) Reasons for inadequate use of the training facilities provided at the S.E.O.T.C's.
- (c) Steps to be taken to provide additional courses to cover the backlog of training accumulated during the last year.
- (d) Changes, if any, to be introduced in the organisation of the seminars for principals and orientation courses for teacher-educators at the S.E.O.T.C's.

3. The Second Step: Supply of Books on Community Development

The next step towards the implementation of the scheme related to the supply of books on community development and school-community relations. When the teacher-educators came to the S.E.O.T.C's for orientation, most of them were given a selected number of publications on community development issued by the Ministry of Community Development and Cooperation for use in the libraries of teachers' training institutes.

Further, in the letter No. 44/25/61-T. II dated 9-1-1962 of the Ministry of Community Development and Cooperation, sanctions were issued for the purchase of books on community development by each teachers' training institute. Lists of books to be purchased were circulated in the letters No. 44/5/61-T. III dated 26-8-1961 and No. 44/5/61-T. III dated 5-2-1962 of the Ministry of Community Development and Cooperation. Till now the Ministry of Community Development has issued sanctions of Rs. 4,04,174, out of the funds provided in its scheme for the purchase of books on the basis of Rs. 300 for each of the teachers' training institute. The replies received from the 383 institutes to the questionnaire issued by the Ministry of Education to all the 1200 institutes, indicate that 163 institutes have received the grants and 219 have not received the grants, while one has not replied on the subject. With regard to the utilisation of this grant for the purchase of books, 99 institutions are utilising the grants, 40 have utilised the amount, 31 have not utilised the grants and 213 have not replied on the item. Thus it could be seen that more than 50 per cent of the institutions, which have replied,

have not received the grant of Rs. 300 from their respective Directorates of Education. The Seminar may like to examine and advise on the following:

- (a) Procedure adopted by the teachers' training institutes for the purchase of books.
- (b) The use of these books made by the teachers' training institutes and their trainees.
- (c) How to facilitate the purchase of books by the teachers' training institutes.
- (d) Any other suggestion for the effective use of this facility.

4. Syllabus for Teachers' Training Institutions

As the main purpose of the Scheme is to make orientation to the community development programme an integral part of the syllabus of the teachers' training institutes for primary teachers, it is necessary to consider how best the subject could be incorporated in the training programme for primary teachers. The Scheme suggested that the details of the syllabus for orientation in community development should be considered by the State Governments. During the various seminars held, both of the principals of the teachers' training institutes and of the inspecting staff of the Education Department, various suggestions were made on the subject. The common trend in all these discussions indicated three measures, viz., (i) the emphasis on the 'school and community' as an undercurrent of the total training programme; (ii) a short course on the programme of community development as followed in the country; and (iii) practice lessons in 'school and community'. In response to the questionnaire sent by the Ministry of Education on this subject, out of 383 replies received, 128 stated that the subject of 'school and community' was emphasised as an undercurrent of the training programme, 122 have adopted a short course on community development and 120 have initiated practice lessons in 'school and community'. The Seminar may discuss:

- (a) How best the subject of community development could be built into the syllabus of the teachers' training institutions, with reference particularly to the following:
 - (i) Emphasis on 'school and community' as an undercurrent in the total training programme;
 - (ii) A short course on the programme of community development as introduced in the country;
 - (iii) Practice lessons in 'school and community'.
- (b) Extent to which the syllabus on community development has been introduced already in each State, and
- (c) Measures to be taken to make the introduction effective.

5. The Third Step: Seminars of Inspecting Staff

In order to make the programme of relating the interest of the village teachers to the life and development of the village community successful, it was considered necessary to involve all the staff of the training institutions as well as all inspecting officers of primary schools. For this purpose the Scheme had provision for the organisation of the State and district-level seminars of inspecting staff at the teachers' training institutions. Sanctions for Rs. 1,02,000 have already been given by the Ministry of Community Development and Cooperation to State Governments for running these seminars. From the reports received, it is noted that the State-level seminars were held in Andhra Pradesh, Bihar, Gujarat, Mysore, Rajasthan and Uttar Pradesh. The reports on the organisation of district-level seminars have not been received except from Punjab (which did not have the State-level seminars). During the emergency, some of the States have expressed their inability to organise the State-level as well as district-level seminars of inspecting staff. It needs, however, to be stated that if the programme of relating the village teachers to the life and development of the village community is to prove successful, it is necessary that the inspecting staff of the Education Department should be adequately oriented to the programme. The Seminar may review the State-wise situation in relation to this activity and suggest measures for the following:

- (a) More effective promotion of the seminars of inspecting staff both at State and district levels.
- (b) Steps to be taken to overcome the backlog in the holding of State-level and the district-level seminars.

6. The Fourth Step: Extension Activities in the Training Institutions

For providing a practical base to the orientation training of teachers at the teachers' training institutions, provision of Rs. 1200 was made for each institution on the sliding scale of Rs. 400 for 1961-62, Rs. 400 for 1962-63, Rs. 200 for 1963-64, Rs. 100 for 1964-65 and Rs. 100 for 1965-66. A total sanction for Rs. 4,40,000 was given in June, 1962 by the Ministry of Community Development and Cooperation to the State Directorates of Education. To the questionnaire sent by the Ministry of Education on different aspects of this Scheme to the 1200 teachers' training institutions, 383 replies have been received on this item. While 79 institutions have reported receiving the grant of Rs. 400 for 1962-63, three hundred and four have not received the grant. Of the 79 institutions which did receive the grant, only 23 institutions succeeded in utilising the amount. The rest have not reported starting any programme. 64 institutions reported that they had introduced practice lessons in five villages, whereas 48 institutions stated that they had introduced the programme in more than five villages. From the replies received, it is clear that the majority of the institutions have as yet not received the necessary sanction of Rs. 400 for 1962-63 for practice lessons in 'school and community' from their respective State Directorates of Education.

The Seminar may review the position with regard to this item in each State and suggest suitable measures for effective promotion of the programme. The Seminar may also advise on the following:

- (i) The nature of extension programme to be adopted at the teachers' training institutions.
- (ii) The nature of cooperation expected from the State Directorate of Education and inspecting staff.
- (iii) The nature of cooperation expected from the staff of the development block and the office of the Development Departments in promoting this programme.
- (iv) The nature of cooperation expected from the Panchayats, Panchayat Samitis and the local communities.

7. The Fifth Step: Production of Literature on School-Community Relation

As an integral part of the Scheme, a committee was constituted at the Centre to work out the programme of production of literature. Provision of Rs. 2,50,000 was made in the Scheme for the purpose. Up till now two publications have been brought out and circulated to the teachers' training institutions. These are: (a) School and Community and (b) Handbook for Teachers' Training Institutions. The Committee proposes to bring out a Handbook for the Village School Teacher and a series of supplementary readings on the subject of school-community relations. It is also proposed that the State Governments should arrange to get these publications translated in local languages for which financial assistance is available under the scheme.

The Seminar may:

(a) review the receipt of these publications by the teachers' training institutions and suggest measures for effective channels of communication;

(b) review whether these publications have proved useful to the teachers' training institutions;

(c) suggest subjects for future publications under the scheme; and

(d) examine the position with regard to the translation of these publications into local languages in each State and suggest measures for effective adoption of this programme by the State Governments.

8. School and Community

The basic purpose of introducing the scheme of Orientation of School Teachers in Community Development was to relate the school more effectively with the community and the community with the school, so that the education of children, youth and parents could be more effectively promoted. It is hoped that as a result of the various steps included in the scheme, the village teacher will

relate himself positively with the development of the village community and utilise its cooperation in enriching the total programme of education. The Seminar may consider the various steps necessary to bring the school closer to the community life in rural areas. One of the steps may include the establishment of a school committee in every village to help the school authority to promote the schemes of (i) school improvement on the lines adopted in Madras, and (ii) expanded nutrition around the schools on the lines adopted in Orissa. Wherever possible, parent-teacher association may also be formed. In addition, the school teacher may take interest in the programme of adult literacy and education, formation of youth organisations, promotion of adult education campaign in the village etc.

In the context of the Village Voluntary Force promoted in rural areas, the village school teacher has a specific role to play. The Ministry of Education *vide* its letter No. F. 8-14/63.B.4 dated 28th March 1963 has suggested the following activities to the State Governments:—

IN THE SCHOOL

- (i) Promoting actively physical training programme of pupils with the help of the Defence Wing of the Village Volunteer Force by organising physical training, marches, etc.
- (ii) Involving pupils in community service projects with the help of Village Volunteer Force.
- (iii) Receiving training in first-aid, fire-fighting, rescue work, etc. with the help of the Defence Wing of the Village Volunteer Force and organising such training in schools.
- (iv) Promoting an information corner in the school with the help of the Information-*cum*-Community Centre of the village.
- (v) Forming a Radio Listening Group amongst school children wherever a community listening set is available in the village.
- (vi) Active participation in any other educational programme that would help enrich the school programme.

IN THE COMMUNITY

- (i) Making the school a community centre by organising educational and recreational programmes in the school premises outside the school hours for the youth and the adult population of the village.
- (ii) Taking active interest in reorganising the Information-*cum*-Community Centre of the Panchayat to meet the requirements of the emergency.
- (iii) Taking active interest in organising a Radio Listening Group to help the villagers in the dissemination of information and news given on radio.
- (iv) Promoting any other activity of the Village Volunteer Force which might further the educational effort for the benefit of the villagers.

For the effective fulfilment of the different aspects of the school teacher's role in the context of the Village Volunteer Force, the Ministry of Community Development and Cooperation is recommending to the State Governments to make the school teacher a member of the Emergency Committee of the Panchayat.

It has also been agreed that the Village Volunteer Force should assist in the development of the school.

9. Orientation of Teachers who are not likely to Attend the Teachers' Training Institutions

The present scheme of orienting school teachers in community development, primarily relates to those teachers who are to attend the teachers' training institutes for training in pedagogy. In addition to these teachers, there remains a large number of teachers who are already working in the schools and who did not have any training in community development. For this group, it was originally suggested that the subject of community development should be incorporated in the orientation seminars introduced for Basic education for all teachers working in rural areas.

It is, therefore, necessary to consider how far the programme of orientation seminars in Basic education has helped in promoting the appreciation and understanding of the programme of community development and the importance of relating the village school effectively with the village community.

The Seminar may also suggest additional ways and means of promoting better understanding of community development among teachers who did not have the advantage of attending the teachers' training institutes and/or who are not likely to have such opportunities due to various reasons.

APPENDIX 3

ORIENTATION TRAINING OF PRIMARY SCHOOL WOMEN TEACHERS OF RURAL AREAS IN COMMUNITY DEVELOPMENT AND WOMEN'S AND CHILDREN'S WELFARE

Mutual support and encouragement between the Panchayats, the cooperatives and the schools on the one hand, and the associate organisations of youth clubs and mahila mandals on the other, are essential for reconstruction and regeneration of rural life. Of these, the school and mahila mandal play an important role in promoting social education for women and school education for girls, and so special efforts are needed to bring them closer together than at present.

2. In the past few years about 87,000 mahila mandals have been started in rural areas by the community development block staff, the Central Social Welfare Board, and other voluntary organisations. About 3.27 lakhs of village women have also been trained in various orientation camps for community development. There are also 1 lakh women school teachers in rural areas. Through the help of these workers greater efforts have to be made to promote girls' education which in turn will supply women teachers and workers in rural areas.

3. The recommendations of the First National Seminar on Compulsory Primary Education held in 1961 describe the enlarged role of the school teachers for making compulsory primary education a success. In the case of the women school teacher, special efforts and training are needed to help her fulfil her role.

4. In March 1961, a sub-committee of the National Council for Women's Education considered further measures to bring the school and the community together by bringing closer the woman school teacher and the gram sevika. It came to the conclusion that for mutual benefit of the village school and the community, women primary school teachers should be given orientation training in pre-primary teaching and women's and children's welfare so that a better understanding of the responsibilities of the teachers to the community may be promoted and they may learn to utilise their spare time for this purpose. It is, therefore, recommended that since women teachers normally look after standards I and II and in most States 3 to 4 hours of work is considered sufficient for children of standards I and II, the other 2 hours may be devoted to pre-school children and work among women.

5. The Ministry of Education and the Ministry of Community Development and Cooperation, are agreed that women school teachers in rural areas, who are willing to do some work for the community in their out-of-school hours, may be given special training for this purpose, which would include, besides orientation in community development, some detailed training in programmes for women's and children's welfare and organisation. They could also receive remuneration, which the Block or the Panchayat Samiti may be willing to offer for this purpose. Since it would be for the State Governments to take a decision in the matter, the conclusion of the sub-committee of the National Council for Women's Education was circulated by the Ministry of Education to the State Governments for their reaction. Out of 13 State Governments that replied, 10 have reacted favourably as also five Union Territory Administrations. In fact in many States even at present, women school teachers are doing community work as secretaries/convenors etc. of mahila mandals. An organised training would enable them to do better.

6. The training would include extension methods, social education for women, child care and home improvements, inter-relationship between social education, primary education and pre-primary education, knowledge about development facilities available with the block staff, the Panchayats, their functional sub-committees and the associate organisations, and the methods of augmenting

resources for the various services needed for the school. It should also include improvement of knowledge in specific subjects like nutrition, agriculture, animal husbandry, cooperation and environmental sanitation to the extent that is of practical applicability in the school and its environment.

7. About the magnitude of the problem it may be stated that figures received from various State Governments indicate that there are about one lakh of women teachers in primary and middle schools in rural areas. While this is a big number, one-third of them are either in middle schools or in single-teacher schools. Leaving these apart for the time being, we may attempt to train one-fourth or one-third of the remaining teachers either in district level or in suitable institutions like teachers' training institutions, mukhya sevika training centres, Rural Institutes of Higher Education, etc. This training could be conducted during vacations and can be for a period of 3 to 4 weeks. A suggested syllabus is given at the end of this Appendix. At present, the scheme for the orientation of school teachers is limited to future teachers through training of teacher-educators of training colleges and seminars of supervisory personnel, and does not cover existing women teachers whose training will have an immediate impact on village life and mothers' and girls' education.

8. On the question of funds it may be pointed out that the UNICEF have agreed in principle to assist any such programme of training for existing women teachers for promoting women's and children's welfare in community development areas as a part of a wider scheme covering training of women members of mahila mandals, training of group leaders like the office-bearers of mahila mandals, training of women primary school teachers and training of trainers for the above purpose. But they have suggested that this training may be taken up in the first instance in States where the applied nutrition programme has made some progress, and where awakening among village women has been promoted, so that children's and mothers', nutrition and health are also promoted.

9. With regard to the programme of activities, it may be suggested that every such trained teacher could undertake the following work: (a) conducting a *balwadi*, (b) conducting an adult literacy class for women three times a week, (c) holding mothers' meeting once a fortnight and demonstrations on nutrition, health and hygiene for children etc., (d) doing home visits periodically, say once a week or fortnight, with the help of gram lakshmis, gram sevikas, mahila mandal members, women members of Panchayat etc. in order to improve the home environment so that the values inculcated in the school are not adversely affected but positively promoted in the home also, and (e) promoting gardening, children's museum etc. in the school, for all of which the facilities available in the block and Panchayats could be utilised.

10. Every such trained teacher should undertake this work and may be paid an honorarium of Rs. 15 to 25 as the case may be, for which the following sources of funds could be utilised:

(a) Block budget;

- (b) Panchayat's own resources;
- (c) Any funds available for special schemes to promote girls' education.

11. The Seminar may consider the above and give their recommendations on:

- (a) The nature of training (including number to be trained, syllabus to be followed, duration of training, place of training etc.);
- (b) The nature and details of work to be undertaken by these teachers after such a training and the amount of honorarium that may be paid to them; and
- (c) The need, if any, for reducing the hours of work of the women school teachers, so as to enable them to carry on the community work in that village.

SUGGESTED SYLLABUS OF SHORT-TERM TRAINING OF WOMEN TEACHERS IN COMMUNITY DEVELOPMENT

- (1) Community Development and Panchayati Raj—philosophy and administrative set-up
- (2) Role of the three basic institutions
- (3) Role of the associate organisations of mahila mandals and youth clubs
- (4) Inter-dependence of the basic institutions and associate organisations
- (5) Role of the gram sevika and the woman teacher in promoting mutual support of the mahila mandal and the school
- (6) **Enlarging the contact points of the school with the community so that the latter's support is acquired for physical needs of the school, for amenities for the staff and above all for ensuring enrolments and attendance**
- (7) Inter-relationship between social education, primary education and pre-primary education
- (8) Educating the mothers and changing their attitude in close collaboration with mukhya sevika and gram sevika to **make them realise the necessity of girls' education**
- (9) **Promoting and conducting pre-primary education, wherever facility exists, with the help of gram lakshmis and gram sevikas and the mahila mandal**

- (10) Educating the mothers on child welfare and pre-~~primary~~ primary education through the mahila mandal
- (11) Improving home culture by systematic programmes using extension methods in collaboration with the gram sevikas and gram lakshmis and women members of Panchayats, so that
- (a) life of books is lengthened and
 - (b) what is taught in schools is not wiped out in the home especially regarding clean and healthy habits
- (12) Propaganda for compulsory education using extension methods and techniques
- (13) Promotion of nutrition and health
- (a) organising midday meal on scientific basis, planning menus of balanced diet with materials available in the village
 - (b) promoting ideas of clean kitchens by the use of smokeless *chulas* and soakpits in the midday-meal programme
 - (c) promoting orderly behaviour during meal-time and eradication of caste feelings through the midday-meals programme
 - (d) promoting community responsibility (specially the Panchayats and the mahila mandals) in organising midday meals, in the collection of materials like vegetables, grains, fuel, vessels, etc., in preparing and serving the meals, in washing vessels, in keeping stores etc., and also in the growth of the school garden for vegetables and fruits, evoking the interest of the mahila mandal and the youth club
- (14) Promoting the interest of the community in the up-keep and the improvement of the schools
- (a) by building up contacts through cultural programmes
 - (b) organising parent-teacher associations
 - (c) visiting a few homes of the students, especially girl students, periodically
- Note : For the above purposes utilising to the maximum the equipment, the personnel and the organisation in the block set-up, especially the women members of the Panchayats and Panchayat Samitis.
- (15) Organising social educational activities around the school
- (a) Adult education classes for women in collaboration with the gram sevikas and mukhya sevikas and the women members of Panchayats


- (b) Setting up of melas, periodical exhibitions of children's works and organising play festivals to attract non-school-going children into the school
- (c) Organising excursions and field trips, including non-school-going children also
- (d) Organising bulbul flocks or even cubbing
- (e) Organising community support for uniforms for school children in close collaboration with the gram lakshmis/gram sevikas and mukhya sevikas and the Panchayat
- (f) How to organise mahila mandals and promote social education for the women in the mahila mandals on:
- (i) Child care
 - (ii) Home improvements
 - (iii) Health and sanitation
 - (iv) Family planning
 - (v) First-aid and home-nursing
 - (vi) Production of protective foods through kitchen-gardening, poultry-rearing and better composting, better milk-production etc.
 - (vii) Women's role in consumer cooperatives, better distribution and for holding the price line

APPENDIX 4

VACATIONS IN DIFFERENT STATES

STATES/ UNION TERRITORIES	VACATION	DURATION	MONTHS/SEASON
1. Andhra Pradesh	Winter Vacation	15 days	September
		15 days	January
2. Assam	Summer Vacation	5 weeks	June and July
3. Bihar	Summer Vacation	6 weeks	Last week of May to 1st week of July
		1 month	Between September to October
4. Gujarat	Summer Vacation	6 weeks	From first Monday of May
	Diwali Holidays	3 weeks	Dates changing according to Diwali

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STATES/ UNION TERRITORIES	VACATION	DURATION	MONTHS/SEASON
5. Kerala	Summer Vacation	2 months	April and May
	Christmas Holidays	10 days	December
	Onam Holidays	10 days	August-September
6. Madhya Pradesh	Summer Vacation	1 month	1st May to 31st May
7. Madras	Summer Vacation	2 months	16th April to 15th Jun
8. Maharashtra	Summer Vacation	6 weeks	1st May to 16th June
	Winter Vacation	3 weeks	October to November
9. Mysore	Summer Vacation	7 weeks	1st April to 27th June
	Dushehra Holidays	3 weeks	Between September & October
	Christmas Holidays	1 week	December
10. Orissa	Summer Vacation	3 weeks	3rd June to 20th June
11. Punjab	Summer Vacation	6 weeks	From 2nd Monday of J
	Summer Vacation	8 weeks	For Hilly Areas From 2nd Monday June to 2nd Monday of August
12. Rajasthan	Summer Vacation	6 weeks	15th May to 30th Jun
13. Uttar Pradesh	Summer Vacation	2 months	May and June
14. West Bengal	Summer Vacation	4 weeks	May to June
15. Jammu & Kash-	Summer Vacation (Jammu)	60 days	From 20th June
	Winter Vacation (Kashmir)	60 days	From 25th December
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1. Delhi	Summer Vacation	2 months	May and June
2. Himachal Pradesh	Summer Vacation	6 weeks	June and July
	Autumn Vacation	2 weeks	October
3. Manipur	Summer Vacation	40 days	1st June to 10 July
4. Nagaland	Information not available		
5. Pondicherry	Summer Vacation	2 months	15th April to 15th Ju
6. Tripura	Summer Vacation	1 month	15th May to 14th Ju