

OPENING ADDRESS BY DR J C GHOSH  
AT THE FIRST MEETING OF THE  
EDUCATION PANEL OF THE PLANNING  
COMMISSION, ON DEC. 25, 1955

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- (1) Opening address by Dr. J.C. Ghosh at the first meeting of the Education Panel of the Planning Commission on December 25, 1955.
- (2) Basic Education and shift system.  
(Note by Shri G. Ramachandran).
- (3) A practical programme for the introduction of Universal free and compulsory primary education in India during the next ten years.
- (4) Educational survey of India (By Shri J.P. Naik).

OPENING ADDRESS BY DR. J. C. GHOSH  
AT THE FIRST MEETING OF THE EDUCATION  
PANEL OF THE PLANNING  
COMMISSION, ON DECEMBER 25, 1955.

I cannot thank you too much for having agreed to join these discussions in the Education Panel of the Planning Commission at such a short notice.

The broad framework of the Second Five-Year Plan is now ready. In every sector of planning, we have had the benefit of the advice of the Ministers both at the Centre and the States and of the expert officials who are associated with them. We feel, however, that we should not start preparing the final draft of the chapter on education except after discussion of our major problems with the eminent educationists of the country.

These problems have been presented to you in the working papers which have been circulated. To the extent that they are not factual, they represent the views of the author to which the Planning Commission is not committed. I shall indicate to you some of the major problems.

In India it is intended to achieve a co-operative commonwealth. In the ~~world of nature~~, there is struggle for existence, and the fittest survive. In a democracy, there is free competition and subject to the willing recognition of the rights of neighbours being as important as one's own, one enjoys the fruits of one's labour. In a co-operative commonwealth, work for common good is more important than work for personal benefit. How is it possible to stamp this ideal on the general mind of our future citizens through the process of education?

Out of a total of 4,800 crores for development expenditure in the Second Five-Year Plan, 946 crores have been allocated for social services, of which 320 have been earmarked for education. I cannot help expressing my disappointment at this meagre allotment. But the Planning Commission have the consolation that they have impartially disappointed every State, every Ministry at the Centre and every sector of their own organisation. This sum of Rs. 320 crores excludes the provision for expenditure of 112 crores on vocational, technical and professional training and for initiation into research in the ~~various~~ Ministries. It should be also remembered that the annual committed expenditure for education in the States is of the order of Rs. 140 crores.

There is also the probability that Government might yet provide an additional sum of 65 crores for improving the salary of teachers. A discontented body of teachers continuously suffering from the lack of necessities of life would unconsciously communicate their sense of frustration and their hostility to the existing political structure to the impressionable minds of their pupils. Again, a profession which is too ill-paid to attract able men cannot be an efficient instrument for creating citizens. I would therefore, give the highest priority to schemes for improving the quality of our teachers - specially because it is a problem, which unlike the unemployment problem, can be solved with the resources at our disposal, if only we have the will to do so.

It is well to recognise, however, that considerable doubt was expressed in the meeting of the Economists Panel whether, the main objective of the Plan being the increase of our national income by 25 per cent by 1960-61, we can afford to allocate 19.7 per cent of the planned expenditure on social services. Again, some of the States in South India have indicated their desire to transfer between 20 to 40 per cent of the provision for education to other projects of a productive nature.

How to make the most effective use of the provision for education in the Plan? We seek your guidance on this problem. If you wish to suggest minor alterations in the allocations to the various sectors of education, you are welcome to do so. If you wish to enter a plea for more adequate over-all provision for education, you are equally welcome to do so.

Primary Education - I feel that we should be more realistic if we keep in view the short-term objective to provide free and compulsory education up to the age of 11. It is better that we accept the definition of primary education as education for the age group 6-11. In the paper "on the relative emphasis on basic and primary education", if the figures recorded therein are correct, it is stated that 47.7 lakhs of boys joined class I in 1949-50. Of these, according to existing trend of wastage, not more than 26 lakhs would have been in class IV in 1952-53. In the age group 6-10, the total number of boys in India does not exceed 2 crores. Hence, if the wastage could have been avoided, 90 per cent of the boys in this age-group should have been in school.

The problems of girls' education in the primary stage are very different. About 40 per cent of them join class I, and no more than 5 per cent continue their studies till class IV. I have a feeling that if this problem is to be solved in the immediate future, women teachers have to be employed in larger numbers; and in conservative areas, classes may be held for the boys in the morning and for the girls in the afternoon in the same school. The problem of primary education for many parts of India to my mind is the problem of avoiding this wastage.

It is also very desirable that children should feel intensely interested in their work and to that extent, crafts which have a natural relation to the environment of the school. Should have a place in the curriculum of studies. Again, in our country we have suffered badly in the past because of the clever man's contempt for manual work. Primary education should aim at eradicating this evil and create in the child a sense of dignity for labour. I personally, however, would sacrifice quality for quantity and would not reject backwards method for making literacy universal in the age-group 6-11. I would be forward in action though backward in ideas, rather than the other way about. I also commend to the States, with meagre financial resources, the example of West Bengal, where fees are charged in class V and are willingly paid.

Middle School and Secondary Stage - In the transition period, it would be more realistic to consider the middle school stage as a part of secondary education. In the Mudaliar Report, this recognition is inherent in their recommendations - the lower secondary stage covers the age group 11-14 and the higher secondary stage, the age group 14-17. Secondary education in the present stage of our under-developed economy should be more community-structured than pupil centred. It should not be difficult to divide the students in two streams - about 10-15 per cent, who are much above the average, being encouraged to develop their natural aptitudes and abilities to the fullest limit; but the remaining 85-90 per cent being trained in an environment which is designed to take due account of the means by which the country exists and prospers.

I am afraid, our education authorities in the Centre and States have not taken much note of the great emphasis on crafts and productive work in all schools which the Mudaliar Commission laid at page 27 of their report.

A technical or a rural stream in any school will yield results of little value if it is not associated with productive work. The underlying idea of the Mahatma that education should be made partly self-supporting may not be possible for children below 11, but may not be difficult of realisation for boys above 11. I would, therefore, consider that a technical workshop, or rural farm attached to a multilateral school, runs the risk of being maintained in a "half-hearted, slipshod and casual fashion" - I am quoting the language of the Mudaliar Commission - if it is not linked up with productive work. An investment of Rs.2 lakhs in such a workshop should yield manufactured goods worth a lakh a year, and the income should meet the cost of establishment and enable the senior students to earn a part of their living. The same principle should underlie the management of junior technical schools recommended by the Ministry of Education and the technical training schools proposed by the Ministry of Labour. The objective should be to give confidence to the boys to seek self-employment in decentralised small units of production, and not merely seek employment in an established concern.

A socialistic pattern is best achieved through decentralised units of production, and our vocational guidance should aim at this objective. Government, so far as I know, are pledged to give all possible support to such units of production. Again, by 1961 all towns and 80 per cent of the villages having a population of 5,000 or over will be electrified. On the basis of industrial use of such electric power, decentralised centres of production can be located in these new sites with reasonable chances of success.

Rural farms attached to multilateral schools, agricultural schools and extension service schools would, in my opinion, fail in their purpose, if they cannot demonstrate that with adequate supply of water and fertilisers and proper crop planning, it is possible for Indian soil to yield agricultural products which are comparable with the best yields in the other parts of the world. A delegation of Indian Agricultural experts who have recently returned from Japan have reported that on an average in the small farms there, the annual yield per acre of irrigated land is Rs.1,000/- approximately. It is essential that our farms, intended for training, should have adequate provision for irrigation, and have the basic equipment and facilities, which will enable a skilled staff to demonstrate that similar yields are possible in India. Boys from such

schools should have the confidence that they can do what the Japanese farmers are doing, and acquire the ability to demonstrate that a gross produce of say Rs.3,000/- may be had from an irrigated farm of 3 acres. This is the kind of confidence which a boy gets in the vocational agricultural departments of a full-time day school in the U.S.A. to which reference has been made by Dr. Williams in his note attached to the Mudaliar Report. We are going to have 90 million acres of irrigated land by 1961; and in every period of five years, the land under irrigation may be increased by 20 million acres. If only these 90 million acres could give us annually agricultural products worth 9,000 crores of rupees, planning for prosperity will be a much easier job for which the services of a Planning Commission may even be dispensed with.

Proper organisation of secondary education holds the key to the solution of the problem of unemployment. It is not possible with the present rate of growth of population and a saving of 11 per cent of the national income, to draw away from land to industries all the new entrants in labour market in the rural areas. It is anticipated that by 1961, there will be an addition of 2 million persons to the labour force in the agricultural sector. If 6 out of the 20 million acres of land to be irrigated, revert to Government as betterment levy then 2 million persons can be settled on such land, and with the leadership provided by students who have completed their education in agricultural sectors of secondary schools, self-employment in a farm of 3 acres of irrigated land may be a very attractive proposition to the residual labour force of 2 million persons.

Similar results may be attained through the leadership of boys, who have been trained in the technical streams of secondary schools in the field of decentralised sector of industrial production.

When secondary education has been properly reorganised, it should not be unreasonable to request the Universities to introduce a stiff test for admission to the Faculties of Arts and Science. The admissions to the Faculties of Medicine, Engineering and Technology are already very selective because of lack of accommodation. Such a test may be of the nature of the examination at advanced level for admission to Universities in U.K. In my opinion, such an examination should test proficiency in three languages - one European and two Indian - Mathematics, General Knowledge and general Science. If such



in consultation with the University Grants Commission, the problems of educated unemployed as revealed in the working paper on that subject may have manageable dimensions.

I may be excused if I have kept my observations on a severely practical plane. In the atmosphere of the Planning Commission, the conviction grows that for the time being, our educational enterprise must largely be the handmaid to enterprises in the field of production and accelerated resource development. For the last seven months I have been passing through the painful process of tempering my vision of educational ideals with the hard facts of real life.

I cannot support too strongly the view of Prof. Kabir that once a really good student secures admission into a University, poverty should be no bar to his attaining the highest eminence which he is capable of. Such students should be the keymen whose production in maximum activity are in the interest of the State. In U.K., more than 70 per cent of students in a University receive some kind of scholarship or other. The provision made for University education in the second Five-Year Plan should include, as a major item of expenditure, merit-cum-poverty scholarships.

There are two types of students who join the University. There are those who go there to imbibe general culture and acquire a good background of knowledge which will sustain them in the struggle of life. Above all, in those days of early youth, they wish to be good citizens of India. The recent debate in Parliament on the report of the States Reorganisation Commission should convince our University authorities that they have an additional duty to perform. Facilities must be provided for the students to know what India is. They should have an understanding of the heart and mind of the people of India. Such understanding comes from close contact. Every University should make efforts to enrol as its students a good percentage of those who are not normally resident in the area in which the University is located. Arrangements may be made during vacations of a University for students in small groups to go out of their own province and start on bicycles on a pilgrimage of discovery of real India in regions, of which they have read in books but of which they have no personal experience. Help for such youth activity should be available from the provision made for the development of the Universities. I also commend to

your consideration the recommendation of the Conference of Sanskrit Professors that for such students, a general course in humanities with special emphasis on the achievements of ancient India in the realms of Arts, Crafts, Science and Technology be made compulsory. An appreciation of the major cementing cultural forces in India should be an indispensable part of liberal education.

There is also the other group of students who want to acquire knowledge of the highest standard in the field of their choice. For them adequate provision should be made for post-graduate studies and research. As will be seen from the working papers, financial provision has been made for such activities on a scale which could not even have been dreamt of a decade ago. It should be painful to all of us that for advanced post-graduate studies, Indian students should have to go abroad in large numbers. I was told the other day in Calcutta that no one should be seriously considered for appointment as a professor in a medical college if he has not had overseas post-graduate education in that subject. In other subjects also, even now foreign qualifications are held at a high premium when technical or teaching appointments are made. To the extent that this attitude is born of an inferiority complex, it should be strongly discouraged. But to the extent that it is due to lack of adequate training facilities in the country, immediate remedies should be found. It may not be possible in a poor country for every University to provide facilities for the highest possible training in every subject. The funds will not be there; the teaching and research talent will be still more difficult to secure. But we should so plan our higher education that for each important subject there should be one or two University centres, where teaching and facilities for research are as good as anywhere else in the world. If professors of eminence in some of the subjects are to be invited from overseas to develop such schools of studies, false pride and false economy should not stand in the way of extending such invitation. It is fortunate that four distinguished Vice-Chancellors are attending this Conference and I confess it will be indiscretion on my part to speak more at length on University education in their presence.

a test is properly conducted under the auspices of the Inter-University Board in consultation with the University Grants Commission, the problems of educated unemployed as revealed in the working paper on that subject may have manageable dimensions.

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Working papers have been placed before you on several other subjects of topical importance which have a close relation to educational progress. I would not, however, take more of your precious time by touching on them in my introductory remarks. I thank you once again for coming over here to give us your guidance and advice in shaping the Second Five-Year Plan on Education.

Basic Education and Shift System.  
(A Note by Shri G. Ramachandran.)

1) The Proposal:

The proposal is to combine the Shift System and Basic Education in order to get quantity plus quality under the present conditions, i.e. (1) lack of adequate finance and (2) the pressure to expand primary education without delay.

2) The Period:

Uptil now Basic Education and the Shift system have been considered incompatible and perhaps rightly. The present proposal is, therefore, a compromise for an interim period of urgency only. The period may be limited, therefore, to the Second Five Year Plan after which the whole matter should be carefully reconsidered.

3) The Broad Features of the Proposal:

- i. The shift system may not fit in every where in the various States. Where it will fit in, should be studied carefully.
- ii. Under the shift system, every one' school will become 'two' schools to take in double or nearly double the present number of children. The shift may be on the basis of two shifts on every working day or two shifts every week. In the first case, there will be two three-hour shifts every day and in the second case, different groups of children will come into full-day schools on alternate days or three days at a stretch each week. A daily shift must be at least for three hours and a weekly shift at least for three days.
- iii. Every school introducing the shift system should have one extra teacher in addition to the normal strength of its teaching staff to relieve or strengthen or alternate in the teaching work.
- iv. All teachers should get an increase of Rs. 10/- at least in their salaries as they will have to do some extra work.
- v. The Basic Education syllabus must be accepted without reservation and the time-table re-arranged suitably.
- vi. The methodology of Basic Education must also be accepted.
- vii. Since lesser time only will be available, it must be carefully divided between practical work and correlated studies of subjects.
- viii. That time, which represents the difference between the time available in a full-day Basic School and the time available under the shift system during which children will be out of school, should be planned as an integral and vital part of the educational programme with the utmost care. It may consist of carefully planned assignments of work which the children will have to do at home and which will be in easy continuation and organic extension of the practical work done inside the school. The results of such practical work should come back to the schools next day for discussion, study and correlation. If all this is not done, very carefully, the combination of the shift system and Basic Education will lead to an unwholesome caricature.
- ix. Even now, as generally accepted by every one concerned, all Teachers' Training at the Elementary School level must be Basic Training and teachers thus trained should handle this combination of Basic Education and shift system. In the hands of teachers without Basic training, the whole scheme will mis-carry. Till Basic-trained teachers step into the scheme, all schools converted to the shift system should adopt the

the various features of Basic Education like kitchen gardening, craft work, sanitation, student-self-Government etc. The only thing which will wait for the trained teachers will be the technique of correlated teaching.

- x This combination of the shift system and Basic Education should apply only to the first three years of the Primary schools. Even in Travancore where the shift system has been in vogue for several years, it applies only to the first four years without Basic Education. With the addition of Basic Education as contemplated herein, the period should be limited to three years. Whether the shift system and Basic Education can continue at all afterwards, should be a matter for careful assessment at the end of the trial for three years.
- xi Even in areas where the shift system is applied, it would be necessary to keep a few schools in every district which would be full time or whole day Basic Schools which will present the picture of Basic Education at its best in order to serve as inspiration to the other schools. Since the adoption of the shift system will only be for a period of emergency, it would not do at all to miss the value of whole day Basic Schools which will ultimately come into the picture after the period of emergency. This point is very important and should be treated as an integral part of my proposal.

Sd/- G.Ramchandaran.  
Director, Gandhigram.

1.1.1956.  
Gandhigram, Madurai district,  
South India.

A practical programme for the introduction of universal, free and compulsory primary education in India during the next ten years.

Article 45 of the Constitution directs that the State (which expression includes the Central Governments, the State Governments and the Local Bodies) shall make every endeavour to introduce, within ten years from the date of the adoption of the Constitution, free and compulsory primary education up to the age of 14 years. It is worthy of note that this directive does not specify the age at which primary education is to begin, nor does it indicate the content of primary education. As is well known, we have controversies in the country now as to whether the starting age should be 6+ or 7+ and as to whether all expansion of education should take place on the basic lines only. It is, however, assumed for the purposes of this note that the Constitutional directive emphasises the "free and compulsory" character of primary education rather than its content and that it has no specific dictum regarding the age at which primary education should begin.

Progress Between 1951 and 1961

In appendix I will be found the statistics which show the educational progress in respect of primary education between 1950-51 (the year just before the introduction of the First Five Year Plan ) and 1955-56 (the last year of the First Five Year Plan). The appendix also contains statistics of the anticipated development of primary education during the Second Five Year Plan. It will be seen therefrom that only 33.2% of the children of the age group of 6-11 were enrolled

in primary schools in 1950-51 and that this percentage should increase to 46.2% only in 1960-61. Similarly, only 18.3% of the children of the age group of 11-14 were enrolled in schools in 1950-51 and that this percentage is expected to rise to 28.1% only by 1960-61. Obviously, this progress presents a very disappointing picture. At this rate, the directive of the Constitution may not be fulfilled even in a period of 40 to 60 years.

#### Causes of Slow Progress

This slow progress of mass education under the First Five Year Plan as well as the equally slow anticipated development during the Second Five Year Plan are mainly due to two reasons, viz: (1) lack of adequate funds and (2) adoption of inappropriate techniques of development. The reasons which have led to the inadequacy of funds made available for educational development are well-known and need not be discussed here. I would be failing in my duty if I do not place on record three general considerations which would occur to every educationist in this respect. Firstly, one cannot help feeling that the administrators of the country have not sufficiently realised the urgency and significance of educational development. Secondly, I cannot help expressing my disappointment at the non-increase of allotment to education in the Second Plan. From the statistics available, it is seen that, in the First Plan, education was given Rs 169 crores or 7.4 per cent of the total available funds and that, while the allocation for education in the Second Plan has increased in amount to Rs 320 crores, its percentage to total has equally fallen to 6.7 per cent. In the Plans of a country which desires to be a welfare State, one expects that social



services like education should be given progressively larger allocations for each succeeding plan and it would not have been wrong for an educationist to expect that the allocation to education in the Second Plan should be more than 7.4 per cent. This is an aspect of the problem which, I hope, is not too late to be considered. I would only plead with Shri Shree Ram that the total allocation to education should at least be increased by 100 crores. Thirdly, I must also point out that the distribution of the available funds between different branches of education has also been far from satisfactory. In all progressive countries, primary education receives about two-thirds of total funds allocated to education. In a country like India where primary education has to make up for arrears of a century or more and where the imbalance of development between primary and higher education is so noticeable, one expects even larger allocations to primary education. But the Second Plan shows a very disappointing picture in this respect. In the First Plan, primary education was given Rs 93 crores out of a total of Rs 169 crores or 55%. Low as this percentage was, it was at least better than that in the Second Plan where elementary and middle school education will get only Rs 98 crores out of a total of Rs 320 crores or about 30%. This shows that the emphasis on primary education has decreased materially in the Second Plan. In my opinion, this is an aspect of allocation which needs immediate reconsideration at the hands of the Commission.

Deplorable as this inadequacy of funds is, it would not be very helpful to over-emphasise this aspect of the problem alone. In the first place, it is obvious that any increase in the allocation to education can only come

about very slowly in proportion to the increase in the national dividend; and secondly, it is equally obvious that the country will not be able to afford, within the foreseeable future, the total amount required for the introduction of compulsory basic education of seven years whose cost is estimated at Rs 800 crores (non-recurring) and Rs 250 crores (recurring). It would, therefore, be more practical to accept financial stringency as an inevitable condition for the next ten years and to emphasise the second cause which has led to slow development of primary education in the past, namely, the adoption of inappropriate techniques of development. In fact, the main object of this note is to show that, if appropriate methods of educational development are adopted, it is still possible to realise the Constitutional directive during a short period of ten years, in spite of the inevitable conditions of financial stringency that obtain at present.

#### Bases of Reform

What are these alternative techniques of development which are more appropriate to the conditions of an underdeveloped economy and whose adoption is likely to enable us to achieve a good deal of expansion in spite of the inadequacy of funds allocated to education? Briefly speaking, they may be stated as follows :-

- 1) The highest emphasis possible should be placed on programmes of quantitative development for the next ten years.
- 2) The programmes of qualitative development should not be interlinked with the quantitative development. For instance, schemes of the type which insist that all new schools (or a certain percentage of them) must be basic

schools, should not be encouraged. The target should be to open all the new schools required within a short period and to provide every village with a school. If any or all of these can be basic schools, it is welcome. But it should be very clear that the programme of opening new schools shall neither be hindered nor allowed down on the ground that they cannot be basic schools. Even a non-basic school is a great improvement in a village where no school exists.

3) All programmes of qualitative development, therefore, should be worked out independently and accorded a second priority for the next ten years during which time, the programmes of quantitative expansion should be nursed vigourously and completed. Thereafter, the programmes of qualitative development would receive emphasis again, and in fact, they would be the only programmes before the schools for all eternity to come.

4) Since the available financial resources of education are limited at present and are not likely to be increased materially in the near future, every attempt should be made to reduce the total cost of primary education by increasing the ratio of pupils per teacher. At present, this is about 34. It can be raised to 45 if the shift system is adopted in Standards I & II and even to 50 if the shift system can be taken up to Standard IV. In Travancore where the shift system has been adopted in Standards I to IV on a State-wide basis, the ratio is actually 52.

The shift system, therefore, appears inescapable as a transitional measure in the existing financial conditions. Its bold acceptance is, therefore, strongly recommended on three grounds : (i) it will reduce the total cost of a programme of universal education by about 25 to 30 per cent; (ii) it will assist the poor parents - and they are more than 60 per cent of the total population - to keep their

children at school even after they have grown up and begun to earn or assist in the family work; and (iii) it will permit the raising of teachers' salaries without putting an undue strain on the resources available or preventing expansion.

It is not claimed that the shift has no problem of its own. Issues like simplification of the curriculum, adjustment of school hours to local conditions, and several others will have to be faced if it is to be universally adopted. But these problems are neither difficult nor unsurmountable. Once the shift system is accepted as inescapable, I have every confidence that our teachers and administrators will rise to the occasion and make it a complete success.

5) The age-period of compulsion should be reduced to seven years instead of eight. Compulsion should begin at 7 + and continue till 14 +. Moreover, this period of seven years should be further divided into two stages- the first stage of four years and the second of three years. Compulsory education of four years should be introduced in all areas ( at least in all rural areas) of the country during the Second Plan and that of seven years should be adopted in all areas of the country in the Third Plan.

6) Most boys of the age group of 11-14 who do not attend the schools at present are engaged in some economic activity which is indispensable to the family budget. Most of the girls in this age group are kept out of schools either because of social prejudices or because they assist in the work at home. It would be impossible to enrol these children on a whole-time basis. Even the shift won't help them materially. Hence it is strongly recommended that a system of evening or continuation classes should be organised for this group.

These suggestions look retrograde at first sight. But unless they are adopted now, no progress can ever be achieved. Let us remember that a runner who wants a long jump ahead has to run a little backwards in the first instance, and that a person who wants to raise a tall structure above the ground, has also to dig inside the

earth for foundations. Hence, we must tone down our ideals for the present and achieve expansion first and when that objective is fulfilled, we should strain all our nerves to raise the standards. The more I think about it, the more convinced I am that, in spite of its paradoxical appearance, there is profound wisdom in the observation of Dr. Ghosh that he would be "forward" in action and "backward" in ideas, rather than the other way about.

It is a pity that the progress of primary education has been held up in the past because the educationists and financiers have never cooperated. The former have pitched their ideals so high and asked for such fantastic amounts that the latter have not cared even to do justice to the cause. What we need now is a group of educationists who would be realistic and reasonable and a group of financiers who would have realised the urgency and significance of educational development. I do trust that, in this crucial hour in the country's development, we shall lack neither.

#### Targets for the Second Five Year Plan

With these fundamental assumptions, I suggest that the following targets may be attempted in the Second Plan:-

Target No. 1: There shall be a school within a reasonable walking distance from the home of every child.

The number of towns and villages in the country is 6 lakhs. In 1955-56, we are expected to have only 2.5 lakhs of primary schools which are estimated to serve about 1.5 lakhs of towns and villages only. In other words, about 4.5 lakhs of villages are still without any school whatsoever. This is a very sorry state of affairs and has to be remedied without delay.

To realise this objective, the following schemes are proposed:-

- 1) An educational survey of the country should be immediately carried out to ascertain the number of villages already served with schools and to prepare a plan of providing all the other villages with a school in the most economic manner possible. This will take about a year and cost about Rs. 30 lakhs. But its urgency and utility are so

obvious that it should be completed as early as possible.

ii) Independent schools should be opened in all villages with a population of 300 or more. In such plans, about 25 to 40 children will attend and the appointment of a whole-time teacher will be financially justified.

iii) Group schools and ~~peri-~~patetic teachers should be appointed to meet the needs of smaller villages.

It is estimated that more than 90% of the villages could be reached in this way. The remaining villages would be too small and too scattered to make the evolution of a practical scheme of instruction impossible at this stage. But their population would be very small (about 2 to 3% of the total) and may be ignored at present.

In the absence of a survey, it is very difficult to estimate the number of teachers required for this programme. The estimates vary from 2 lakhs at the minimum to 4 lakhs at the maximum. Probably, 3 lakhs of teachers is nearer the truth. I suggest that provision should be made for this number in the Second Plan (Rs. 60 crore

If it is not possible to provide this amount, at least Rs. 4 crores should be provided for 2 lakhs of teachers. This will enable us to provide independent primary schools in all villages with a population of 300 (or 400) and more. In other words, about 75 per cent of the rural population will have schools at the end of the Second Plan. The smaller villages should then be provided with schools in the third plan.

This programme will enrol about 60 lakhs of children (2 lakhs of teachers at 30 pupils each). It is very strongly recommended however, that compulsion should be immediately introduced in all these small villages, especially as it would involve no additional cost in most cases. Wherever necessary the shift system should also be adopted. That alone will raise the average to 35 and the same amount of money would bring in about 70 lakhs of pupils.

Target No.2: Compulsory education of 4 years (7-11) should be

introduced for boys and girls in all areas wherever primary schools have been in existence for at least 3 years.

In 1961, the estimated population of the country is 41 crores. But of this, about 80 p.c. or 33 crores would have been provided with schools. At 12.5 p.c., we shall have 412 lakhs of children to educate. If the shift system is adopted in standards I & II and the teacher pupil ratio is raised to 45 we shall need 9.1 lakhs of teachers, if all these children are enrolled. But social and economic reasons, it will not be immediately possible, and we should be satisfied if the enrolment at the end of the Second Plan is about 80 p.c. or about 330 lakhs. In other words, about 8 lakhs of teachers is all that we need. We have 7 lakhs at present. So, an additional sum of Rs.20 crores should be provided for 1 lakh of teachers for this target.

If this proposal is accepted, we shall have 8 lakh teachers in all and at 45 pupils per teacher they would educate about 360 lakhs of pupils.

In other words, targets I and II combined would require a provision of Rs.60 crores and would enrol about 430 lakhs of children as follows:

8 lakhs of teachers @ 45 pupils	360 lakhs
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2 lakhs of teachers @ 35 pupils	70 lakhs
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430 lakhs

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The enrolment at the primary stage would thus rise from 240 lakhs in 1955-56 to 430 lakhs in 1960-61 or from 50% to 84%. It is worth while to struggle to do so.

Even if <sup>it</sup> is argued that the average teacher-pupil ratio would not rise so high because the system is yet new, the following would be the minimum targets reached :-

8 lakhs of teachers @ 40 pupils	320 lakhs
2 lakhs of teachers in new schools @ 30 pupils	60 lakhs
	<hr/> <u>380 lakhs</u> <hr/>

This works all at 72% of the total population in the age-group of 6-11. The present provision in the plan provides, I understand for 2 lakhs of teachers and can be made to include a provision of 2.5 lakhs of teachers if the amount provided for unemployment relief is calculated. All that I ask is for another 50,000 teachers. But the above results are really so worth while that, I trust, the additional amount required will be given.

Extra amount would of course be needed to provide for the allowance to teachers working under the shift system, and also for the machinery to enforce compulsion. But these matters may be discussed and calculations made after the main basis of the scheme is accepted.

Targets No: 3 : To increase the supply of women teachers.

In the third Plan, the main problem would be to enrol girls into schools. For that purpose, steps should be taken in the Second Plan to increase the supply of women teachers. For this purpose, schemes on the following lines will have to be considered :-

(1) No separate schools for girls should be permitted in standards I-II. No such new schools should be opened and even the existing schools should be amalgamated with the boys schools in the locality.



(2) The women teachers thus freed should be utilised for conducting girls' schools in standards IV or V or VII or VIII. It is at this age that separate schools are really needed for girls.

(3) Attendance grant of small amounts should be instituted for girls attending high primary classes in rural areas. This would increase the attendance at this level.

(4) A special scheme to aid institutions which undertake to educate adult women for a teaching career should be drawn up.

An ad hoc provision of Rs 10 crores should be made in this plan to achieve this target. Detailed schemes would be drawn up in due course.

Target No: 4 To increase the enrolment in the age-group of 11-14 to 30% of the total population in that age-group by starting continuation classes.

In the normal course and mainly as a result of the expansion drive undertaken at the junior primary level, the enrolment in the middle stage is expected to rise to about 19.5%. But here also, an attempt should be made to increase the teacher pupil ratio from 25 to 30. This will mean that the existing staff of 2.1 lakhs of teachers (1.8 lakhs existing staff in 1955-56 plus 0.3 lakhs provided in the Second Plan) will take in about 63 lakhs or 23%.

It is therefore proposed that evening classes and continuation classes should be organised for about 20 lakhs of children of this age-group so as to raise the percentage of enrolment to 30. The cost would be Rs 10/- per child per year or Rs 6 crores for the plan period (recurring). Including overheads, non-recurring, etc. a lump provision of Rs 10 crores should be made on this account.

Target No: 5 Associating the local community with primary education .

This is not the place to discuss the importance of associating the local community with the local primary school. That is generally agreed. What I would like to see ultimately is a state of affairs on the French Model where the teacher would be a servant of the State Government (or local bodies at the District level - as a matter of compromise) and be paid for by it, but all other expenditure would be taken over by the local community on a grant-in-aid basis. If we can create this sort of an order, matters would be very much simplified.

Pilot projects for this purpose will have to be worked out. A lump sum provision of Rs. 10 crores should be made for this purpose (which would include buildings) and it should be spent after harnessing local effort so that it would go the largest way in providing good buildings and equipment for our schools.

Hence the total requirements during the Second Plan would be as follows:-

<u>Elementary Stage:</u>	<u>Crores of Rs.</u>
1. Opening of schools in school-less villages (2 lakhs of teachers)	40
2. Compulsory education in all areas where schools exist (or if that is not feasible) in all rural areas at least (1 lakh additional teachers)	20
3. Buildings & Equipment.	10
4. Female education.	10
5. Allowance to teachers under shift machinery for compulsion, etc.	20
	<hr/>
	100 crores
	<hr/>
<u>Middle Stage:</u>	
1. For 30 thousand additional teachers.	10
2. For continuation classes, evening classes, etc.	10
3. For Buildings & Equipment.	5
	<hr/>
	25 crores
	<hr/>
Grand Total Rs.	125 crores)

We would thus need a total expenditure of Rs.125 crores as against the provision of Rs. 98 crores made at present. But the results obtained will certainly justify the expenditure (See Appendix IV).

Targets for the Third Plan

In the third plan, it would be possible to obtain still better results without incurring proportionately larger expenditure because the new system would have come to stay. The following targets are, therefore, suggested:-

Target No.1 To provide every village with a school.

Assuming that 3 lakhs of teachers are required for this programme, out of which only 2 lakhs were provided in the Second Plan, it is suggested that the remaining 1 lakh should be provided now. This will need a provision of Rs.20 crores.

The additional enrolment will be 35 lakhs of children. In all, the 3 lakhs of teachers working under this target will manage about 105 lakhs of children at the end of the Third Plan.

Target No.2 To enrol 90 % of the total population of the age group of 6-11.

In 1961-1966, the estimated population will be 43 crores and the no. of children to be educated will be 538 lakhs. Ninety per cent of this would come to 485 lakhs of children. Of this, 105 lakhs would be cared for under target No.1. Hence only 380 lakhs will now have to be provided for 45 pupils per teacher, we shall need 8.5 lakhs of teachers. We had 8 lakhs already at the end of the Second Plan. So, only 50 thousand additional teachers would be needed and a sum of Rs.10 crores would be needed for this.

Target No.3 To enrol 70 p.c. of the children of the age group of 11-14.

In the Second Plan, the concentration was on the age -group 6-11 so in the Third Plan, the concentration will

be on the age-group 11-14.

At 6.8 p.c. of the population, we will have to educate about 292 lakhs of children. Of these, 63 lakhs on a whole-time basis and 20 lakhs on a part-time basis would have been in schools at the end of the Second Plan. So we must provide now for 150 lakhs of additional children. Of these about 60 lakhs would be on a whole-time basis and 90 lakhs would be on a part-time basis. We would therefore need 2 lakhs of teachers for 60 lakhs of children studying on a whole-time basis i.e. Rs. 40 crores and 45 crores for the 90 lakhs of children on a part-time basis.

Hence the total provision for the Third Plan would be:-

<u>Elementary Stage:</u>	<u>Crores of Rs.</u>
1. For school-less villages (1 lakh of teachers)	20
2. For compulsion	10
3. For Building and Equipment	20
4. For allowance to shift, teachers, machinery for compulsion etc.	20
Total Rs.	70 crores.
<hr/>	
<u>Middle Stage.</u>	
1. For 2 lakhs of teachers (Whole-time basic)	40
2. For 90 lakhs of children on a part-time basis-	45
3. Building and Equipment	15
Total Rs.	100 crores
Grans Total Rs.	170 crores.

It should be quite possible to provide this amount in the Third Plan and if that is done, the constitutional directive would be realised.

Other Programmes.

I am quite conscious of the fact that I have touched upon no qualitative programme so far. So, I would now like to state those qualitative programmes which must be undertaken simultaneously but separately if proper results are to be obtained. These are three:-

- (1) Improvement of Salaries.

(2) Training of teachers.

(3) Expansion of Basic Education.

The first of these is of the highest importance. I understand that Rs.40 crores are needed for this purpose. These should be sanctioned at once. No single measure of reform would go far to improve the quality of education as this.

Similarly the percentage of trained teachers should be raised to at least 80 by adopting emergency measures. About Rs.25 crores would be needed for this. All training institutions should be converted to Basic in the Second Plan.

Lastly, Rs.10 crores should be provided for basic education (instead of the provision of Rs.7 crores made at present).

In all, therefore, these programmes would require Rs.75 crores in the Second Plan.

In the Third Plan, the allocations would be:-

(1) Improvement of Salaries	40
(2) Training of Teachers	25
(3) Basic Education	<u>15</u>
	<u>80</u>

Thus the total requirement of primary education in the Second Plan is Rs.200 crores. I feel that, if proper allocations are done, primary education must get Rs.200 crores out of a total of Rs.320 crores. If such re-allocations are not possible, the deficit should be found by increasing the assignment to education.

In the Third Plan, the allocation required would be about Rs.250 crores (see appendix III) and I do not think that it would be difficult to get it. I personally feel that it would even be larger. If so, all excess should go to basic education.

In the Fourth Plan, the allocation may be Rs.300 crores or so and all of it should go to qualitative improvement. If the targets stated above are once reached, all further

quantitative progress would be incidental and the emphasis in planning may be shifted to quality almost exclusively.

Administrative Arrangements

I am aware that in executing plans of this type, a very large number of administrative difficulties are going to arise. For instance:-

(1) There are great disparities in the development of education in the States. It appears from the allocations made at present that these disparities would increase, rather than diminish, at the end of the Second Plan. But in the scheme proposed above, it is assumed that these inequalities would be removed as far as possible. This would, therefore, imply a review of all allocations made and also a reform in the system of Central grants to the States.

(2) Just as the Centre makes grants to the States the States in their turn make grants to the local bodies. There are great inequalities of development between one local area and another in the same State. Hence the entire system of State grants to local bodies will also have to be reviewed

(3) The States do not often accept the grants offered by the Centre and hence even the provision made in the Plan is not fully utilised so, most of the local bodies who are responsible for opening new primary schools or strengthening the staff of existing ones may not be willing (or may even be unable) to accept the grants offered by the State. Hence the role of local bodies in financing of education will have to be reviewed and refixed.

(4) Authority to introduce compulsion is often rested in local bodies alone and a State Government may often be baffled by an obstinate local body in this respect. The structure of most Acts on compulsory education is defective

in this as well as in several other particulars. Steps to amend the legislation suitably will also have to be taken.

(5) A simplified curriculum will have to be adopted in view of the decision to introduce the shift system.

(6) Careful measures will have to be adopted to make the shift system a success.

(7) Public opinion will have to be educated so as to get full results from the scheme.

(8) Administration of primary education is still in its infancy. Literature on the subject will have to be produced and officials trained in the improved methods administration.

(9) A considerable amount of research is required on important practical problems like wastage, stagnation, lapse into illiteracy, single-teacher schools, etc.

(10) Year to year plans of development will have to be prepared throughout the period of ten years. The programmes will have to be modified in the light of experience gained.

These are only a few of the things that will need attention. It is not necessary either to discuss these manifold and complicated problems here nor to suggest remedies. It would be enough if I indicate the lines on which a machinery to deal with them will have to be immediately organised. In this respect -

(1) I welcome the proposal to form an All India Council of Primary Education on the same lines as the Secondary Education Council. It should be brought into existence without delay.

(2) It will also be necessary to create a special section in the Education Ministry to deal with the problems of primary education.

(3) Each State should be asked to create a special Board for Primary Education and special section in the office

of the Director of Education to deal with this scheme.

(4) Each State should be required to prepare a ten year programme of development on the general lines laid down by the Centre and these should then be considered in the Central Plan.

#### Concluding Remarks

I suggest that this brief note should be passed on to the Ministry of Education and a conference should be arranged, towards the end of January, between the officials of the Ministry and the Commission to discuss it in detail and to reach a decision on major policy questions.

In the light of these decisions, a fresh and probably a more detailed note will have to be prepared and circulated to the States. Their representatives should be invited and it should be discussed in detail in a two or three day session at Delhi, sometime in February.

The ground would thus be prepared to take action on the new policy by 1956-57. The reforms can be introduced from June 1956 when the new academic year will open.

I am aware that, like Oliver Twist, I have asked for more and behaved like a bad boy to the Planning Commission. But I could not help it. I hope that some additional money would somehow be found. But if it cannot come forth to the extent envisaged by me, further economics may be made by taking the shift to standard IV. In the last resort, even if the provision were not to be increased in any way, I would still recommend the adoption of these new methods. They would certainly take us much nearer to the goal than any of the methods used so far. I feel certain that even this meagre amount will enable us, if utilised properly, to enrol about 60% of the children in the age group of 6-11



and 20% of those in the age group of 11-14 (see appendix II-A for details).

New Delhi:  
1st January 1956.

J.P. Naik  
Member  
Panel on Education

APPENDIX I

Progress of Primary Education (1956-61)

Figures in lakhs

Item	1950-51 Actual	1955-56 Estimates	1960-61 Estimates
(1)	(2)	(3)	(4)
1. Population (in crores)	36.20	38.50	40.80
2. No. of children in 6-11 age-group (12.5% of total population) 452		481	510
3. No. of children in 11-14 age-group (6.8% of total population) 246	246	232	270
4. No. of children in the 6-11 age-group actually enrolled at primary stage.	144 (96%)	176.6	225.6
at other stages	6 (4%)	7.4	9.4
Total	150	184	235.0
5. No. of children in the 11-14 age-group actually enrolled:			
at primary stage	25.5 (56.0%)	37.5	44.3
at middle stage	16.8 (37.3%)	24.6	29.1
at other stages	2.7 (5.9%)	3.9	4.6
Total	45.0	66.0	78.0
6. Percentage of children of 6-11 enrolled to total population in the age-group (Row 4 to Row 2)	33.2	38.2	46.2
7. Percentage of children of 11-14 enrolled to total population in the age-group (Row 5 to Row 3)	18.3	25.2	28.1

APPENDIX II (attached with Shri J.P. Naik's note on Primary Education)

Alternatives	Duration of the course			Teacher pupil Ratio.	Total population (1965-66)	Total No of Children	No of children to be covered @ 90% of the total No.	Smaller Villages			Bigger Villages			(Figures in lakhs)		
	No. of Years	No of Classes	No of Classes with shifts					No. of teachers reqd. in small villages.	No. of Pupils per teacher	No. of pupils taught by the teachers	No. of teachers reqd.	No. of pupils per teacher	No. of pupils in their charge	Total No. of teachers reqd. col 12	Addition- al No of teachers reqd.	To be provided in II Plan (Teacher)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)	(17)
No.1	5	I to V	-	34 Pupils	4300	538 *	484	2	30 Pupils	60	12.5	34 Pupils	425	14.5	7.5	5.0
No.2	5	I to V	I-II	45	4300	538 +	484	2	35	70	9.4	45	423	11.4	4.5	3.0
No.3	5	I to V	I-IV	50	4300	538 +	484	2	35	70	8.31	50	414	10.31	3.31	2.0
No.4	4	I to IV	I-II	45	4300	430 ++	387	2	35	70	7.1	45	319	9.1	2.1	1.5
No.5	4	I to IV	I-IV	50	4300	430 ++	387	2	35	70	6.3	50	315	8.3	1.3	1.5

+ Figure relates to 6-11 age-group(1965-66) @ 12.5% of the total population.

++ Figure relates to 7-11 age-group (1965-66) @ 10.0% of the total population.

Note.1. It may be noted that estimated no of teachers in (1955-56) will be 7 lakhs.

2. 1 lakh of teachers would mean an expenditure of Rs.20 crores.

APPENDIX II A

Economies possible at the elementary stage with different  
bases of development

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Alternative I

Duration of the course	-	5 years
Teacher-pupil ratio (without shift)	-	34
Total Population 1965-66		43 crores
No. of children to be educated (6-11) @ 12.5 per cent		538 lakhs
No. of children to be enrolled @ 90 per cent of the above		484 lakhs
<u>Teachers required</u>		
2 lakhs of teachers in small schools @ 30 pupils each		60
12.5 lakhs of teachers in bigger villages @ 34 pupils each		425
	Total	485 lakhs.

Hence we shall need 14.5 lakhs of teachers in total i.e.  
7.5 lakhs of additional teachers. Of these 5 lakhs may be  
provided in the second Plan and 2.5 lakhs in the Third Plan.

Alternative II

Duration of the course		5 years
Teacher-pupil Ratio (with shift in Stds I & II)		45

This is the basis adopted in this note. It was shown that  
we shall <sup>need</sup> 11.4 lakhs of teachers in all i.e. 4.5 lakhs extra.  
Of these 3 lakhs may <sup>be</sup> provided in the Second Plan and 1.5  
lakhs in the Third Plan.

Alternative III

Duration of the course	5 years
Teacher-pupil ratio (shift in Stds I-IV)	50.
Total population 1965-66	43 crores
No. of children to be educated (6-11)	538 lakhs
No. of children to be enrolled at 90 per cent of the above	484 lakhs
<u>Teachers required</u>	
2 lakhs of teachers in small villages at 35 pupils	70 lakhs
8.31 lakhs of teachers in bigger places at 50 pupils per teacher	414 lakhs
Total	484

This is to say, we shall need 10.31 lakhs of teachers i.e.  
3.31 lakhs of additional teachers.

Of these 2 lakhs may be provided in the Second Plan and  
1.31 lakhs in the Third Plan.

Alternative IV

Duration of the course - shift in Stds. I & II only	4 years
On this basis, the calculation would be as follows:-	
Total population 1965-66	43 crores
No. of children to be educated(7-11)@ 10 per cent	430 lakhs
No. of children to be enrolled @ 90 per cent of the above	387 lakhs
<u>Teachers required</u>	
2 lakhs of teachers in small villages @ 35 pupils	70
7.1 lakhs of teachers in bigger villages @ 45 pupils each	319
	389 lakhs

That is to say, we shall need only 9.1 lakhs of teachers in all i.e. 2.1 lakh of additional teachers only.

Of these 1.5 lakhs may be provided in the Second Plan and .6 lakhs in the Third Plan.

Alternative V.

Duration of the course  
shift in stds. I & IV - 4 years  
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On this basis, the calculations would be as follows:-

Total population 1965-66	43 crores
No. of children to be educated (7-11) @ 10 per cent	430 lakhs
No. of children to be enrolled	387 lakhs
<u>Teachers required</u>	-----
2 lakhs of teachers in small villages @ 35 pupils	70 lakhs
6.3 lakhs of teachers in bigger villages @ 50 pupils each	<u>315 lakhs</u>
Total	<u>385 lakhs</u>

That is, we shall need 8.3 lakhs of teachers in all.  
Only 1.3 lakhs of additional teachers.

A provision for 1.5 lakhs of teachers already exists in the Plan. That will meet all the requirements of the situation. But extra amounts would be needed for allowance to teachers under the shift system, machinery for compulsion, etc.

It will be seen that the total number of teachers required will vary from 8.3 lakhs to 14.5 lakhs, depending on the basis adopted.

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APPENDIX III: Financial implications of Shri J.P. Naik's suggestions  
regarding Emergency scheme of Elementary Education.

Figures in crores

s.No.	Age Group	Description of the Schemes	Financial allocations to be provided in II Plan(1956-61)	Financial allocation to be made in III Plan (1961-66)	
1.	2.	3	4	5.	
1.	6-11	Opening Schools in school-less villages	40 @	20 @@	@ Figure is the total cost of employing 2 lakhs of teachers.
2.	7-11	Compulsory Education in all areas where schools exist.(if not feasible) in rural areas at least	20	10	@@ Figure is the total cost of employing one lakh of teachers
3.		Buildings & Equipment	10	20	£ The figure includes 40 crores of improvement in salary, 25 crores on Training of teachers and 15 crores on Basic Education.
4.		Female Education	10	-	
5.		Allowance to teachers under shift, machinery for compulsion etc.	20	20	££ Figure includes 40 crores of improvement in salary, 25 crores of Teacher Training and 10 crores of Basic Education.
		Total	100	70	* The figure provides for 30,000 teachers
6.	6-14	Training of teachers,Revision of salary scales and Basic Education	75 ££	80 £	Note: Rs. 30 lakhs to be spent on Education survey of India have not been shown here.
7.	11-14	30,000 Additional teachers	10 *	40	
8.	11-14	For continuation classes evening classes etc.	10	45	
9.		Building & Equipment	5	15	
		Total	100	180	
		Grand Total (6-14)	200 crores	250 crores	
		Provision proposed now in Second Plan	98 "		

APPENDIX IV

Shri J.P. Naik's Emergency Schemes for IIInd Plan for Education to achieve higher targets

(Figures in lakhs)

Scheme Description No. of the Scheme	Age-group for which the scheme is devised	Total Population 1960-61	Total no of children in the Age-group	% age of the children attending schools (1955-56)	No of teachers reqd. during 1956-61 under the scheme	Exist- ing no of tea- chers serving the age- group (1955-56)	Total no of teach- ers Col 7+ Col 8 (1960-61)	Without Shift			With Shift			Funds reqd. to implement the scheme- es suggest- ed in the II Plan 1956-61	Funds reqd. in the IIIrd Plan (1961-66)	
								Teach- er pu- Ratio	No of pupils in the charge of the teachers (1960-61)	% of the children attending schools	Teach- er pupil ratio	No of pupils in the charge of the teachers 1960-61	% age of the pupils attending school			
1.	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
1. Education Survey of India	-	-	-	-	-	-	-	-	-	-	-	-	-	-	30	-
2. Opening of Schools in School-less villages (2 lakhs of Teachers)	6-11	4100	512	50%	2	-	2	30 pupils	60	-	35 pupils	70	-	40,00 @	20,00 @	
3. Employment of teachers of compulsory Education in the existing schools	7-11	4100	410	-	1	7	8	40	320	-	45	360	-	20,00 @	10,00 @	
4. Buildings & Equipment	6-11	-	-	-	-	-	-	-	-	-	-	-	-	10,00 X	20,00 X	
5. Female Education: attendance grants- women teacher training etc.	-	-	-	-	-	-	-	-	-	-	-	-	-	10,00 X	-	
6. Shift Allowance to teachers and machinery for compulsion etc.	6-11	-	-	-	-	-	-	-	-	-	-	-	-	10,00 X	20,00 X	
Total for 6-11		4100	512	50%	3	7	10	-	380	74%	-	430	84%	100,30	70,00	
7. Appointing of Additional teachers	11-14	4100	279	17%	3	1.8	2.1	30	63	23%	-	-	-	10,00 X	40,00 X	
8. Continuation schools & Evening Classes	11-14	4100	279	-	-	N.A	N.A	-	20	7%	-	-	-	10,00 *	45,00 X	
9. Buildings and equip- ment	11-14	-	-	-	-	-	-	-	-	-	-	-	-	5,00 X	15,00 X	
10. Training of teachers, revision of pay scales & Basic Education	-	-	-	-	-	-	-	-	-	-	-	-	-	75,00 ££	80,00 £	
Total for 11-14		4100	279	17%	3	1.8	2.1	-	83	30%	-	-	-	100,00	180,00	
Grand Total for Primary & Middle														200,30	250,00	

£ The figure includes 40 crores of improvement in Salary, 25 crores of training of teachers and 1.5 crores of Basic Education.  
 £ Figure shows an ad hoc provision.  
 \* Figure includes a sum of 6 crores @ of Rs.10 per pupil per year for the period (1956-61).  
 @ Figures have been calculated @ 20 crores for the provision of 1 lakh of teachers whose salary will be a little more than 50 Rs. p.m.  
 ££ Figure includes 40 crores of improvement in salary, 25 crores of training of teachers and 10 crores of Basic Education.



## Educational Survey of India

( by Shri J.P. Naik, Member, Panel on Education, Planning  
Commission)

The total number of villages in India, according to the Census of 1951, is 5,94,000. Unfortunately, no statistics are available to show how many of these are provided with primary schools. In 1955-56 it is anticipated that there will be 2.5 lakhs of primary schools, but it is not known as to how many towns and villages are served by them. On the one hand, there are multiple schools in all towns and bigger villages, On the other hand, some of these schools serve the educational needs of more than one village . But the first of these two factors is of the far greater importance than the other and it is estimated that not more than 1.5 lakhs of towns and villages are served by the existing schools. If this surmise is correct, about 4.5 lakhs of villages are still without any school whatsoever.

In a programme of educational expansion, the highest priority has to be given to the provision of a school, however humble, within the reasonable distance of the home of every child. It is, therefore, suggested that a determined effort should be made in the second plan to provide schools to all the school-less villages.

For this purpose it will be necessary to hold an educational survey of the country as a whole. Such a survey will show (1) the number of towns and villages already served by schools, (2) the number of new independent primary schools required to meet the needs of the remaining bigger villages (say with a population of 300 or more) and (3) the number of group schools or peri-patetic schools that would be needed to meet the educational needs of the smaller villages. A detailed note on the technique of such a survey has been separately prepared and is enclosed herewith. (Appendix 'A')

It is suggested that this work should be taken up immediately. An officer should be placed on special duty for

the purpose at the Government of India level. Similarly, every State Government should also be requested to put an officer on special duty for the same purpose. If this is done the work would be expedited and it would be possible to complete it in not more than twelve months. It may even be possible to complete the work and get the preliminary results within a period of six months, but that would depend upon the speed with which the idea is implemented.

Experience in Bombay where such surveys have been carried out shows that a sum of Rs 5,000/- is required for the survey of a district. The amount includes even the cost of printing and publishing the report. At this rate a sum of about Rs 20 lakhs would be required for surveying the 378 districts of India. Another sum of Rs 10 lakhs may be provided for overhead expenses. The project therefore, will not cost more than Rs 30 lakhs.

It is, therefore, suggested that the entire amount should be immediately provided by the Government of India. Allocations from this should be made to State Governments who should be requested to carry out the survey as early as possible. The procedure suggested in the enclosed note is meant for their guidance, but it would be open to them to modify it according to local conditions. The following time-table is suggested for working out the scheme:-

(1) The work should be started in January 1956, with the appointment of a special officer at the Government of India level in the Ministry of Education.

(2) Immediate letters should be addressed to all State Governments explaining the scheme and requesting them to place an officer on special duty for the purpose before the end of January 1956.

(3) A seminar of about a week should be held in Delhi in the first week of February to which the Special Officers appointed by State Governments would be invited. The technique of the survey would be explained to them and the survey of one taluka or tahsil in the neighbourhood would be carried out to show how it actually

works in practice.

(4) The Special Officers appointed by the State Governments should be asked to hold similar seminars in their States in the last week of February. One officer for every district of the State should be invited to this seminar which should be conducted on the same lines as the seminar at Delhi. At the end of this seminar, therefore, there would be a trained officer available for every district.

(5) The work of the survey proper should start in March. The District Officer-in-Charge of the survey should get together his assistants from each taluka or tahsil and train them in the techniques before the middle of March.

(6) Between the 15th March and 15th May the field work should be completed by the officers of the Education Departments working in cooperation with the officers of the Revenue and Forest Departments, where necessary. In other words, all the field work must be completed before the monsoons start.

(7) Consolidation of the results obtained should be completed by the 30th June and district-wise results of the survey should be available early in July.

(8) The State-wise results of the survey should be prepared before the end of August 1956 and should be available to the Government of India early in September.

It is suggested that a small pamphlet embodying the results of the survey should be published as soon as practicable thereafter.

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The object of a restricted educational survey of this type is to ascertain (a) the number and population of cities, towns and villages which are already provided with primary schools; (b) the number and population of villages which are still to be provided with schools; and (c) the manner in which new schools can be started in the existing school-less villages so as to avoid all over-lapping and to achieve the maximum of effect at the minimum of cost.

A proposal to carry out an educational survey of India for these purposes was put forward as early as 1911. Unfortunately, however, the suggestion was not followed up, mainly because of the outbreak of the first world war soon afterwards. In 1925, however, the Government of Madras took up the suggestion and carried out an educational survey of the State as a whole and its results are available in a published form. On a recommendation made by the State Board of primary education, the Government of Bombay took up the idea in 1946 and surveyed a large number of districts, particularly those which are largely inhabited by aboriginals and hilly tribes. So far as I am aware, such surveys are not carried out anywhere else. It is, therefore, proposed that a survey of this type should be carried for the whole of India during 1955-56.

#### The Concept of a Population Centre

The Census Reports give the number of villages in the country and also their population. It is not generally realised, however, that the term "village" as used in the census reports is really a "revenue village" which is a unit of area and not a unit of population. What the census officers usually do is to enumerate all the people living in the area defined as a revenue village and give the total population that is enumerated as the population of the village. This procedure has its administrative conveniences no doubt, but it creates several difficulties to the educator. What the educationists want to know is the number of people living

together in an area, so that they can be served by a common school. I propose to use the term "population centre" for this purpose. When actual surveys of certain areas were carried out, it was seen that there was a great divergence between revenue villages as defined in the census and population centres as required by the educationists. In the first place, several revenue villages are described as uninhabited because no people are found living within its area. These baichirakh villages may be eliminated altogether from the field of the educationists. Secondly, it is also noted that actually more than one revenue village is composed within a single population centre. The city of Dharwa in the Bombay State, for example, comprises of 13 revenue villages whose population is still being enumerated separately in the census reports. Such cases will, I trust, be found every where. In certain instances, a single population centre in fact happens to be two or more revenue villages because the total area of the population centre is divided into a number of units each of which has been entrusted to a different patel. Although the census reports may show such villages separately, the educator need not take that distinction into account and would have to regard them as having been amalgamated into one population centre. Thirdly, a single revenue village is often divided into a number of hamlets which are separate from each other by long distances. It is obvious that each of these hamlets will have to be treated as a separate population centre. But the census reports will not show their existence at all and will group together all the hamlets into a village for purposes of enumerating its population. The first step in an educational survey, therefore, is to ascertain the exact number and location of population centres in the areas to be surveyed.

The officers conducting the survey must, therefore, clearly realise the distinction between a "revenue village" as defined in the census statistics and a "population centre" as required for purposes of education. Unless this is done, the survey will not serve any useful purpose.

III. Data to be collected in each educational survey

For the purposes of educational survey it is necessary to regard the taluka or tehsil as a unit. In this small area it is possible to collect together local officers who have a personal and intimate knowledge of the local conditions and to prepare the survey without much delay or large expenditure. The usual procedure adopted is to hold a meeting of the revenue and education officers in the taluka, tehsil or thana and to prepare the details of the survey. In the forest area it is of advantage to invite the local forest officers also for this work.

When the work of the survey starts a number of tables will have to be compiled for each unit selected such as a taluka, tehsil or a thana. The first table will show the total number of population centres and is given below:-

Table No.1

No. of population centres in the taluka, tehsil or thana of district

- 1) Total number of town and villages according to the census report.
- 2) Number of uninhabited villages.
- 3) Number and details of revenue villages which are amalgamated together to form a single population centre.
- 4) Number and details of villages which are divided into hamlets.
- 5) The final list of population centres in the taluka or tehsil.

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After this basic data is compiled the second step is to collect information about population centres served by primary schools at present. For this purpose the following form is generally used:-

Table No.2

Population centres served by primary schools

- 1) Name of the population centre.
  - 2) Names and population of all the population centres which would be served by the school located at the population centre.
  - 3) Total population served by population centres.
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In giving information under column 3 the usual practice is to group together contiguous population centres separated by very small distance such as, half a mile or so together. In such cases, unless there are very strong reasons to the contrary, it would be better to have a single big school serving the needs of the contiguous population centres rather than separate small schools for each.

After this technique is compiled we get the exact data of population centres which are still without schools. With the help of the people who know the locality, a tentative plan is then prepared of the best manner in which schools can be provided to all these population centres. For doing so the following principles are generally observed:-

1) An independent school is provided for every population centre with a population of 300 or more, because such a centre would be able to enrol about 25-40 children.

2) Where the population of the population centre is less than 300, neighbouring population centres within a distance of  $1\frac{1}{2}$  miles are grouped together and a group school is assigned for them if the total population exceeds 300 or more. When such close cooperation is not possible, peri patetic schools are planned under which a teacher manages two population centres which are separated by a long distance. He may hold his school in the morning in one centre and in the afternoon in another; or he may hold his school for each population centre on alternate days of the week; or he may hold his school for three days in one centre and for three days in another. Lastly, very small villages are grouped together into two centres which are to be managed by a peri patetic teacher. In short, every effort is made to see that educational facilities are taken to as many villages as possible and the results of this planning are summarised

in three tables as follows:-

Table No.3

List of new independent primary schools proposed to be established.

- 1) Name of the population centre where the schools would be located and its population.
- 2) Names and population of the other population centres where educational needs would be served by the school located at the population centre in column 1 above.
- 3) Total population served by the school.  
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Table No.4

List of group schools

- 1) List of group schools proposed to be established.
- 2) Name of the population centre where a school is proposed to be established.
- 3) Name and population of other population centres which will be covered by the population centre enumerated in column 2.
- 4) Total population served by the schools.  
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Table No.5

List of para patetic schools proposed to be established

- 1) Population centres included in group (1) of the peri patetic schools and their population.
- 2) Names and population of population centres included in group (2) of the peri patetic schools.
- 3) Total population served by the peri patetic schools.  
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When this planning is done, it will be noted that practically all villages can be served with a school of some type. But in certain areas, particularly the forest areas, the population is so sparse that there are several villages which cannot be reached by any programme we might think of. Such villages will have to be left out of this plan for the present as unreachable. In areas where efficient surveys have been carried out, it is found that the population of such villages does not generally exceed 2-3% of the total. Finally, the results of the survey are summarised in a table of the



following type:-

Educational Survey of taluka, tehsil or thana

- 1) Total number of towns and villages.
- 2) Total population
- 3) Total number of towns and villages with schools.
- 4) Population of towns and villages under (3) above.
- 5) Percentage of the population to the total.
- 6) Number of <sup>new</sup> independent primary schools required.
- 7) Number of villages that will be served by the new independent primary schools proposed.
- 8) Population of these villages.
- 9) Percentage to total.
- 10) Number of group schools required.
- 11) Number of villages served by the group schools.
- 12) Population of these villages.
- 13) Percentage proposed.
- 14) Number of pari patetic schools.
- 15) Number of villages served by peri patetic schools.
- 16) Population of these villages.
- 17) Percentage proposed.
- 18) Number of villages which cannot be reached under this plan.
- 19) Population of these villages.
- 20) Percentage proposed.

After the results are thus summed up for each taluka, tehsil or thana they may be consolidated for the district as a whole. In doing so, care has to be taken about villages near the border. It often happens that a village or a hamlet near the border of a taluka is so distant from any other population centre in that taluka that it is generally regarded as unreachable. But in some cases such a village or hamlet happens to be close to a village or hamlet of the neighbouring taluka and is thus capable of being supplied with educational facilities. Such border land cases will have to be carefully considered at the time of

consolidation.

After the survey of the district is ready, the survey for the State as a whole can also be compiled taking care to see about the border land cases between a district and a district.

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