

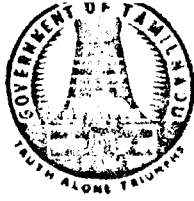
**EDUCATION FINANCE REVIEW
COMMITTEE REPORT 1975**

TAMIL NADU

Educational Finance Review
Committee Report - 1975

Malcolm S. Aelishesiah

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Dr. Malcolm S. Adiseshiah
Chairman

Education Finance Review Committee,
74 Second Main Road,
Gandhi Nagar,
Madras 600020.

Ref. No. FRC/1543/75

11th October, 1975.

Dear Mr. Secretary,

Sub: Educational Finance Review Committee
Report, Letter of Transmittal for.

I have pleasure in transmitting the Report of the Education Finance Review Committee that you established by G.O. Ms. No.54 of 16 January 1975.

A detailed review of the large annual educational expenditure incurred by the State reveals several areas in which a more economical and efficient use of these resources is possible.

The economical use include a more rational and restrained policy of teacher recruitment based on an effective application of teacher: pupil norms, which in turn calls for a realistic method and form of reporting average monthly school attendance. There are also certain invidious expenditures currently incurred as in regard to financial incentives for study in one's mother tongue, the State carrying the financial burden for the first stage of post secondary education and for teacher and physical education training, the expenditures on the central kitchens run in their present form, duplicating and overlapping uneconomical higher elementary and unviable high schools, and the State subsidising the wide gap in the fees charged as between the Government and aided colleges, to which I wish to call your attention. This group of economies is estimated to yield an annual saving of around Rs.10-11 crores.

The more efficient use of the existing resources recommended which also will meet future growth expansion needs, include launching eight programmes covering a programme of continuous inservice of teachers, improvement of the school environment, non formal education for school dropouts and non attenders, which

is also the way to meet future expansions, introduction of work experience in schools, functional literacy to eradicate illiteracy, vocationalisation of the higher secondary course, setting up a full fledged State Council of Education Training and Research and taking over the scholarship programme for the poor till now financed by the Union Government and operating a small talent and merit scholarship programme. This group of essential qualitative reforms is estimated to cost around Rs.4 to 5 crores, which is about half the level of economies recommended.

We also recommend two additional sources of income to finance the education system. One is from the rural agricultural sector via a system of additional surcharge to be levied by the Panchayat Unions and earmarked for helping them discharge their educational responsibility. This will, it is agreed, at least stop the declining trend of the Panchayat Unions contributions. The other is an educational cess on industry and large farms and plantations which is estimated to yield Rs.3 crores per annum. This increased income a kind of gilt on the ginger bread, might release some resources to meet other urgent development demands.

Thus, there is no increase in the State's educational expenditure that is envisaged. The essential qualitative inputs that we have recommended are to be financed from within the existing level of expenditure.

All this involve 2 essential pre-conditions. The performance budget for education must become much more of a control instrument than it is at present. And it must be established after a detailed review and scrutiny of every so called non-plan as well as plan scheme.

This work has been a useful and fruitful experience for all of us in the committee, I would like to take this opportunity to express my thanks to all members of the committee for their help and co-operation, to you and Secretary to Government, Finance for the sustained support and wise counsel that the committee and I received and to the Member-Secretary, Mr. Venkatasubramaniam, and his staff for their hard, diligent and effective services, without which the committee could not have completed its mandate within the nine months given to it.

I remain at your service to provide you with any further information that you may require.

Please accept, Mr. Secretary, my cordial salutations and assurances of highest considerations.

Malcolm S. Adiseshiah.

Mr. C.G. Rangabashyam, I.A.S.,
Special Secretary to Government,
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INTRODUCTION

Education Finance Review Committee and its terms of references:

1. The Government of Tamil Nadu set up the Education Finance Review Committee in G.O.Ms.No.54, Education, dated 16th January 1975 as follows:

2. Expenditure on education accounts for as much as 25 per cent of the expenditure of the State Government under the revenue account, and the Government have decided that the scope for economy in educational expenditure should be examined by a small committee.

Accordingly the Government constitute the following committee for the purpose:

Chairman	.. Dr. Malcolm S. Adiseshiah
Members	.. The Secretary to Government, Education Department (Thiru C.G. Rangabashyam, I.A.S.) The Director of Collegiate Education (Thiru S.V. Chittibabu) The Director of School Education (Thiru R. Perumal) The Joint Secretary to Government, Finance Department (Thiru K. Venkatesan, I.A.S.) Thiru G.R. Damodaran, M.L.C., Coimbatore.
Member-Secretary	.. Director of Government Examinations (Thiru K. Venkatasubramanian)

3. The terms of reference of the committee will be "to review plan and non-plan expenditure on school and collegiate education and to recommend the use of existing resources in the most economical and efficient manner for achieving plan targets with particular reference to (a) the directions in which economies are possible at current levels of expenditure and (b) the ways in which existing resources can be used to the fullest extent for future growth and expansion".

4. Thiru K. Mohanarangam became Director of Collegiate Education on 22-2-1975 A.N. vice Thiru S.V. Chittibabu. The Special Secretary (Finance) Thiru S. Guhan, I.A.S., the Joint Secretary (Finance) Thiru G. Ranga Rao, I.A.S. (from October 1975), the Director of Rural Development Thiru T.V. Vasudevan, I.A.S., the Joint Secretary (Education) Thiru N. Krishnamurthy, I.A.S. and the Statistical Officer,

Department of School Education Thiru V.P. Malikeswaran were made special invitees of the Committee.

5. The Committee met thirteen times between January and October 1975. At its third meeting on March 27, 1975 the Committee undertook a series of surprise visits to schools lying between Madras City and Poondy Reservoir.

CHAPTER I

PROFILE OF EDUCATION EXPENDITURE IN TAMIL NADU

A. Expenditure trends

1.1 The following table shows the growth of expenditure on education since the first five-year plan:

TABLE I.1: Growth of Government expenditure on Education
(Rupees in lakhs)

Sl. No.	Category	Plan or Non-Plan	1955-56 end of I Plan (actuals) (37. Education)	1960-61 end of II Plan (actuals)	1965-66 end of III Plan (actuals)	1968-69 end of three annual plans (actuals)	1973-74 end of IV Plan (28. Education B.E.)	1975-76 (277. Education B.E.)
1	Primary	Non-Plan	-	-	1643	2529	4353	5588
		Plan	-	-	55	77	142	279
		Total	658	1014	1698	2606	4495	5867
2	Secondary	Non-Plan	-	-	799	1617	2543	3686
		Plan	-	-	451	305	365	192
		Total	191	383	1250	1922	2908	3878
3	University	Non-Plan	-	-	178	355	653	863
		Plan	-	-	15	58	199	94
		Total	97	116	193	413	852	957
4	Special	Non-Plan	-	-	75	108	112	859
		Plan	-	-	16	3	31	21
		Total	2	113	91	111	143	80
5	Other items	Non-Plan	-	-	380	437	1124	817
		Plan	-	-	30	35	201	56
		Total	145	199	410	472	1325	873
6	Grand Total	Non-Plan	-	-	3075	5146	8785	11013
		Plan	-	-	568	479	938	642
		Total	1093	1825	3643	5625	9723	11655
7	Total additional expenditure over the previous period		-	732	1818	1982	4098	1932
8	Percentage of growth over previous period		-	66.95	99.61	54.41	72.86	19.87 (over 2 yrs)
9	Total revenue expenditure (all Departments)		5186	9109*	18066*	24754*	46500**	53800**
10	Percentage of Education expenditure to total expenditure		21.08	20.19	20.94	22.74	21.00	22.00

* Appendices to Budget Speech 1968-69 (-) Breakup not available

** Education Demand 1973-74 and 1975-76

1.2 Table I.I indicates several trends in the States' educational expenditure:

(a) Educational expenditures have increased by 966 per cent in the two decades between 1955-56 and 1975-76.

(b) Educational expenditures constitute a steady 21 to 22 percent of the total annual expenditure of the State Government.

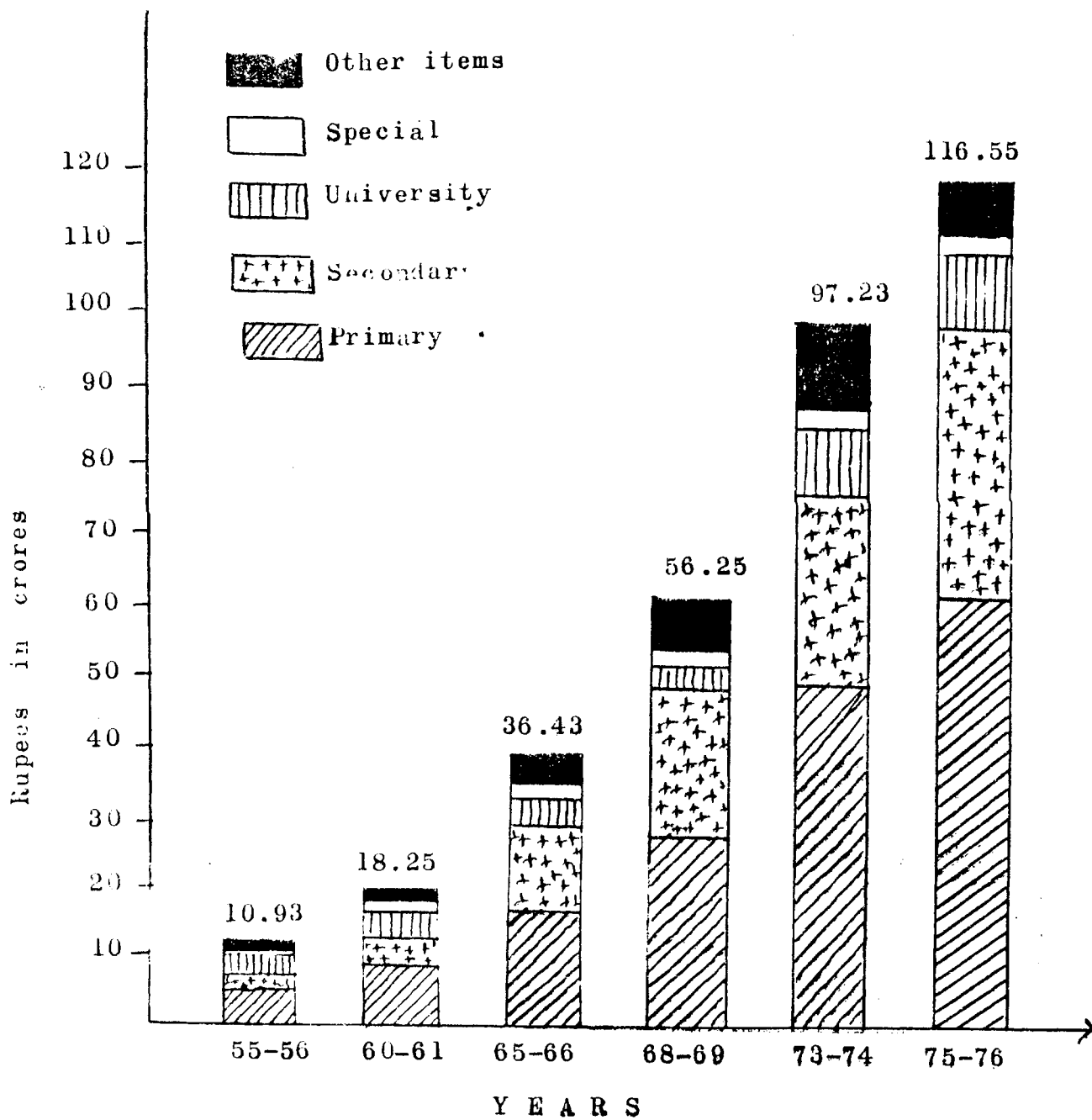
(c) The rate of growth is higher for plan expenditures compared to non-plan expenditures (with the exception of the 1965-66 - 1968-69 Secondary expenditures) but as the absolute amounts of non-plan expenditures are 5 to 16 times larger than plan expenditures, the rate of growth of the latter is not of significance.

(d) The critical mass in educational expenditures is non-plan expenditures which constitute 64 per cent to 99 per cent of the annual primary and secondary expenditures and 77 - 99 per cent of university expenditures.

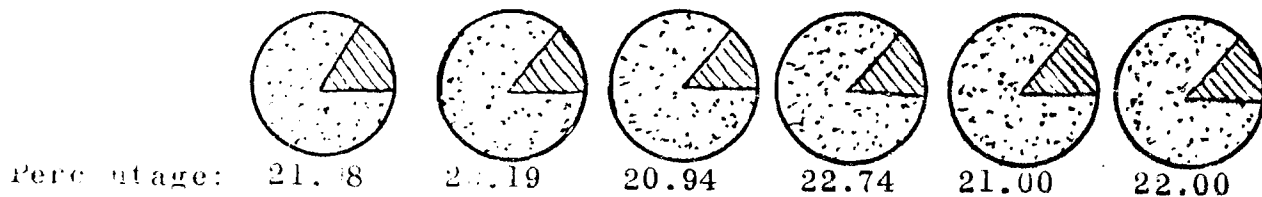
1.3 While plan expenditures which constitute a fraction of total educational expenditures are subject to detailed quinquennial and annual scrutiny and review, non-plan expenditures which are the major part are not subject to such examination. They are for the most part carried forward from year to year, with little or no attempt to effect economies in these continuing commitments, evaluate their effectiveness and delete completed, out dated or ineffective items of expenditure. This makes the review of plan expenditures somewhat of a futile exercise, as it is like examining one unrepresentative organ such as a hand or a leg in order to determine the health of the human body. In fact this accounting distinction between plan and non-plan expenditures is meaningless in the area of education because the major part of the expenditure escapes scrutiny and is an invitation to carry forward so called continuing commitments. It is the whole expenditure estimate which should be examined in light of which completed, out dated and unsuccessful schemes should be deleted and needed and approved new ones substituted, in their place.

GROWTH OF GOVERNMENT EXPENDITURE ON EDUCATION

Reference: Table I.1



Percentage of Education Expenditure to total expenditure



Education expenditure

Expenditure in other departments

Recommendation 1:

1.4 In light of the above analysis, it is recommended that:

(a) Estimates of educational expenditures be scrutinised and subject to review by schemes, without regard to their being-plan or non-plan schemes.

(b) Schemes be reviewed on the basis of:

the average attendance in each school,

the approved teacher-pupil ratio for each level of education,

the improvement needed in the school,

the school facilities - midday meals, free text-books, note-books, maintenance of science equipment, library,

the closing or merger of schools where that is indicated.

1.5 The following tables show the total expenditure on Plan schemes during plan periods at different levels of education and further details for the Fourt Plan:

TABLE 1.2.

Total Expenditure on Education for Plan Schemes
(Rupees in lakhs)

S. No. (1)	Period. (2)	Elementary. (3)	Secondary. (4)	University. (5)	Other Education Schemes (6)	Total. (7)
1	First Five-Year Plan	302.00	54.00	5.40	19.60	381.00
2	Second Five-Year Plan	829.72	264.04	14.66	32.57	1140.99
3	Third Five-Year Plan	2080.00	920.00	34.00	375.00	3409.00
4	Three Annual Plan Years (1966-69).	1074.61	650.05	148.39	85.33	1958.38
5	Fourth Five-Year Plan outlay.	2660.47	1595.25	850.00	211.50	5317.22
6	1974-75 (Budget Estimate.	795.00	(both)	216.00 *23.00		1011.00 * 23.00
7	1975-76 (Budget Estimate.	563.00	(both)	164.00 *20.00		727.00 * 23.00

*Centrally sponsored scheme.

1.6 The following tables 1.3 and 1.4 indicate the expenditure incurred by the School Education Department and Collegiate Education Department on State Plan Schemes, centrally sponsored schemes and the non-plan schemes during the Fourth Plan period.

TABLE 1.3

Expenditure by School Education Department during the Fourth Plan
(Rupees in lakhs)

Year	State Plan Schemes.	Centrally sponsored schemes.	Non-Plan schemes.
1969-70	349.82	0.17	5476.19
1970-71	454.04	0.38	6000.57
1971-72	742.30	2.46	6878.97
1972-73	762.64	61.28	7008.42
1973-74 (Revised Estimate).	919.82	200.54	8192.94
Total for 5 years.	3228.62	264.83	34058.00
1974-75 (Budget Estimate)	497.59	0.12	8949.44

TABLE 1.4

Expenditure by Collegiate Education Department during Fourth Plan.
(Rupees in lakhs)

Year	State Plan Schemes.	Centrally sponsored schemes.	Non-Plan schemes.
1969-70	100.01	1.00	521.03
1970-71	115.69	7.55	579.44
1971-72	183.28	2.18	732.50
1972-73	235.18	22.20	819.24
1973-74 (Revised Estimate)	310.25	28.40	824.93
Total	944.41	61.33	3477.14
1974-75 (Budget Estimate).	212.77	23.40	959.16

1.7 Tables I.2, I.3 and I.4 on **Plan** expenditures record certain further trends.

(a) Table I.2 shows that the rate of increase of primary education plan expenditures is lower than the rates of increase of plan expenditures on secondary and university education. This is because as Tables I.5 and II.1 - II.4 presented later show plan expenditure at all levels of education are mainly directed to meet the quantitative expansion of education at various levels. As primary education starting at a high level of enrolment of the relevant age-group since the third plan covers more than 90 percent of the cohort, unlike the middle school education whose coverage is a little above half of the age-group, secondary school education less than one-third of the age cohort and university education less than 4 percent, and the plan schemes at all levels are schemes in the main to appoint additional teachers for additional enrolments, the varying rates of increase follow.

(b) Tables I.3 and I.4 indicate a steady growth in centrally sponsored schemes (with a large jump in school education for 1973-74). For the Four Plan centrally sponsored schemes expenditures amounted to 8.2 percent of State School Education Plan expenditure to 6.49 percent of State Collegiate Plan expenditure. This bifurcation between State Plan Schemes and centrally sponsored schemes in the educational fields could result in loose financial managements and let up in the scrutiny and review procedure for all educational expenditure recommended. Further it may distort the State Plan priorities as it will be difficult to look a gift horse in the month.

Recommendation 2:

1.8 In the light of the above analysis it is recommended that:

(a) Plan Schemes, if the division between Plan and Non-Plan schemes is continued, should devote atleast upto 25 percent of their budget expenditures to the qualitative improvement of school and college education, for example, on research, inservice teacher training, teaching technologies, libraries and laboratories, and

(b) The category of centrally sponsored schemes be dropped and the equivalent resources turned over to the State to review, scrutinise and approve an integrated educational expenditure estimate.

B. The Educational Output:

1.9 The results of the State Education expenditure on School and Collegiate education are summarised in this section. Table I.5 summarises the progress in student enrolments and increase in the number of schools and colleges.

TABLE I.5
Quantitative Progress of Education.
(a) School Education.

Details (1)	1965-66 End of Third Plan. (2)	1968-69 End of Annual Plans. (3)	1973-74 End of Fourth Plan (4)	1974-75 As on 1st August. (5)
		(Pupils in lakhs)		
A. Number of students enrolled:				
Boys	26.37	28.22	30.64	31.33
Girls	18.74	20.96	23.74	24.27
Age-group 6-11: Total	45.11	49.18	54.38	55.60
Age-group 11-14: Boys	7.21	8.00	9.10	9.30
Girls	3.45	4.28	5.09	5.26
Total	10.66	12.28	14.19	14.56
Age-Group 14-17: Boys	3.86	4.30	4.97	5.05
Girls	1.65	2.07	2.42	2.47
Total	5.51	6.37	7.39	7.52
B. Percentage of enrolment				
Age-Group 6-11: Boys	102.03	105.34	100.6	100.6
Girls	73.08	78.85	79.6	79.8
Total	87.61	92.15	90.2	90.3
Age-Group 11-14: Boys	63.78	68.23	66.3	66.4
Girls	30.72	36.79	37.9	38.4
Total	47.36	52.57	52.3	52.6
Age-Group 14-17: Boys	41.38	44.48	43.9	43.8
Girls	17.83	21.52	21.8	22.0
Total	29.65	33.05	33.0	33.0

TABLE 1.5--cont.

Details (1)	1965-66	1968-69	1973-74	1974-75
	End of Third Plan. (2)	End of Annual Plans. (3)	End of Fourth Plan. (4)	As on 1st August. (5)
		(Pupils in lakhs)		
C. Number of Schools:				
Elementary Schools	24,641	25,694	26,726	26,797
Higher Elementary	6,065	6,018	5,773	5,768
High Schools (including Matriculation and Central Schools).	2,234	2,513	2,823	2,882
D. Number of teachers.				
Elementary Schools	88,173	91,913	106,332	110,517
Higher Elementary	59,943	62,222	66,843	68,249
High Schools	48,574	54,857	65,959	69,454
Total	196,690	208,997	239,134	248,220
(b) Quantitative progress of University Education:				
A. Total number of students in				
(1) Pre-University	39,507	59,743	72,646	78,625
(2) B.A.	11,349	28,016	51,698	51,063
(3) B.Sc.	22,381	33,576	49,057	49,332
(4) B.Com.	3,050	4,556	14,859	15,287
(5) Post Graduate Course	2,607	3,624	6,993	6,307
Total	78,894	129,515	195,253	200,614
B. Number of teachers in				
(1) Govt. Colleges (Details (not available)		1,509	2,969	3,383
(2) Aided Colleges		5,071	7,090	7,416
Total	4,932	6,580	10,059	10,799
C. Number of Colleges				
(1) Government	21	33	51	51
(2) Aided	71	93	127	132
Total	92	126	178	183

1.10 Table I.6 below summarises the increase in teachers' salaries since the First Plan.

TABLE 1.6
Teacher Pay Scales (Minimum and maximum are shown).

Sl. No. (1)	Category (2)	1955-56 (3)	1960-61 (4)	1965-66 (5)	1968-69 (6)	1973-74 (from 2-10-70) (7)
1	Lower Elementary Grade	23-35	55-70	55-70	55-70	140-210
2	Higher Elementary Grade:					
	(a) Higher Grade for Junior Grade	30-50	65-90	65-90	65-90	150-225
	(b) Selection Grade	-	-	-	-	180-270
3	(a) Secondary Grade or Senior Grade	45-90	90-140	90-140	90-140	210-325
	(b) Selection Grade	-	-	-	-	250-400
4	School Assistants (B.Ts.):					
	(a) Grade II	85-175	140-250	140-250	140-250	300-500
	(b) Grade I	165-245	225-350	225-350	225-350	400-650
5	Lecturers	150-250	225-425	300-600	300-600	475-800
6	Professors	230-500	350-600	400-800	400-800	600-1000
		In addition, increasing D.A., incentive schemes for post-graduate qualification, deputation for M.Ed. and Ph.D. special pay for Headmasters of Middle Schools, special scale for Headmasters are also factors in increasing educational expenditures.				

1.11 Table I.5 shows during the decade 1965-66 to 1974-75 the continuing increase in the enrolment of students by 23 per cent in the numbers enrolled and 3 points in the percentage of enrolment at the primary, 37 per cent in the numbers enrolled and 5 points in the percentage of enrolment at the middle 36 per cent in the numbers enrolled and 3 points in the percentage of enrolment at the secondary and nearly 154 per cent in numbers at the university level. It will be noted that the percentages of enrolment at all levels of the school education are either stationary or even declining as in the case of the age-group 6-11 between 1968-69 and 1974-75. This decline

is due to the changed computation of the population age-group, which till 1972-73 was based on the 1961 census allowing for a 1.2 per cent per annum, rate of population growth. From 1973-74 onwards, the 1971 census with a population growth of 2.2 per cent per annum has been used as the base. Thus the enrolments are steadily increasing, though because of the change of base the percentages are stagnant. Table I.6 shows the 400 to 500 per cent increase in secondary grade and B.T. teachers' salaries between 1955-56 to 1973-74. Thus the relentless increase in the State's educational expenditure noted in para. 1.7(a) is due to (i) increasing student enrolments resulting in increase in the number of schools and colleges and the number of teachers employed in them as summarised in Table I.5 and (ii) the continuous increase in teachers' salaries summarised in Table I.6

Recommendation 3

1.12 In light of the above and in view of the increasing demand for enrolments that the population increase will involve for the eighties and nineties, it is recommended that non-formal education including a scheme for an open university be developed more rapidly than the formal education system, with teachers being responsible for both systems and their salaries reflecting this double responsibility.

Teacher Training

(a) Primary and Middle School Education

Pre-service facilities for training teachers

1.13 To meet the demand for trained teachers for employment in primary schools, the teachers' training facilities were increased from time to time upto 1961 as seen from the following table:

TABLE I.7

Teacher Training Schools

	1947	1957	1961	1971	1973
Number of Training Schools	73	120	139	135*	114*
Number of Scholars	7,200	17,000	10,080	14,000	3,420

*Includes 5 Pre-Primary Education Training Institutes and one Anglo-Indian Training Institute.

1.14 From 1961 there has been some amount of un-employment among trained teachers due to the fact that the output of trained teachers has been more than the number that could be absorbed. As at 1st March 1975, 24,161 secondary grade/senior basic teachers were on the live registers of Employment Exchanges. To this should be added 2,000 teachers who will be graduating this year. In view of this total of 26,000 trained teachers who are unemployed, the Government have taken steps to solve the problem in two ways: (i) by reducing the in-take of candidates in the Teacher Training Institutes and (ii) by sanctioning additional number of teachers posts every year. There were no fresh admissions to Training Institutes in 1972-73 and 1974-75.

1.15 There were 111 teacher training institutes as on 1-8-1974 of which 57 were Government Institutions. There are at present only 28 Government Teacher Training Institutes and 51 aided Teacher Training Institutes operating in the State. The schools which were closed were in large part converted into high schools.

Recommendation 4

1.16 In light of the serious problem of unemployment of secondary grade teachers, it is recommended that:

(i) For 1975-76 there be no recruitment of students for secondary grade teacher training.

(ii) In fresh teacher appointments, unemployed teachers sponsored by the Employment Exchanges be given preference.

(iii) As non-formal education schemes for primary school drop outs are developed, teacher posts be established for each such scheme.

(iv) In view of the large number of unemployed teachers and in view of the fact that they will have to wait for some years for employment, the maximum age limit for entry into Government service should be revised upwards till they are absorbed.

(v) As a long run measure, a more precise estimate of the annual teachers needed based on realistic school attendance estimates, agreed teacher-pupil ratios and the employment of teachers in non-formal education schemes be made and the number of teacher training institutes be limited to those needed for training them. The rest should be transformed into high schools. On the basis of existing practice, if 3,500 teachers are absorbed in the primary schools and 1,500 in

non-formal education schemes every year, there will be no need to train fresh secondary grade teachers till the second year of the Sixth Plan. As an interim measure, all but six teacher training institutes be transformed into high schools and the six institutes' staff be set to work developing non-formal education scheme curriculum for both school drop outs and adult illiterates and provide inservice training services.

In-service Training:

1.17 Updating syllabus and New Mathematics and Science Training

The new upgraded and enriched syllabi in Mathematics were introduced in Standards 1 to 3 in 1973-74 and Standards 4 to 6 in 1974-75. The new syllabi in Science were introduced in Standards 1 to 5 in 1973-74 and in Standard 6 in 1974-75. The new syllabi for Mathematics and Science have been introduced in Standards 7 to 9 in 1975-76. Teaching these subjects according to these new syllabi calls for the inservice training of the teachers handling Mathematics and Science in Schools. During 1972-73 about 60,000 Primary School teachers were so trained. During 1973-74 and 1974-75 this training was given to about 30,000 teachers of higher elementary standards and to about 12,000 B.T. teachers of high schools.

1.18 Steps to improve English teaching: There are now six English Language Teaching Centres including one at Melur (Madurai district) and another at Vellore both opened from August 1974. The total number of teachers trained during the period from 1967-68 to 1974-75 is 11,773 in these centres including 1,700 trained during 1974-75. The scheme will be continued in 1975-76. Long-term courses of 3 to 5 months for Graduate Trained teachers and Short-term courses of 2 to 4 weeks for Inspecting Officers and campaign staff are conducted every year at the Regional Institute of English, Bangalore. About 349 graduate trained teachers, 42 District Educational Officers and 166 Deputy Inspectors have attended such courses at the Institute so far.

1.19 State Institute of Education: In order to improve the professional competence of the teachers, the State Institute of Education organises planned in-service training programmes since its inception on 1st July 1965 to all levels of teachers. It also organises workshops in preparing aids in Science and Mathematics. In addition, the State Institute organises special seminars,

conferences, workshops for Headmasters and Inspecting Officers. Regular radio programmes are also arranged for the benefit of the primary school teachers. The Institute has given inservice training to 4,718 graduate teachers and 12,322 under-graduate teachers through 473 courses at a cost of Rs.7.72 lakhs till 1973-74.

The Government of Tamil Nadu have brought units of Examination, Research and Training under one Direction by creating a new post of Director of Government Examinations, State Institute of Education and State Evaluation Unit in February 1975. Since then the State Institute of Education has launched special projects such as "Dial for Doubts" to clear teachers' doubts in New Mathematics and Science, "Teachers' Centre" as a forum for the teachers to meet and discuss academic problems, "Keep Mathematics Alive" to produce a kit of learning aids and a special project towards better return in education for the Corporation Schools in the City of Madras.

State Evaluation Unit

1.20 This unit was set up on 6th October 1972. It also organises seminars, refresher courses and conferences in orienting the teachers and headmasters in high schools in examination reforms. So far, 22 courses have been organised at a cost of Rs.0.29 lakhs. 920 graduate teachers and headmasters have been given training through 22 courses in 1973-74 and 1974-75.

(b) High School Education

(i) Pre-service training

1.21 The following table shows the facilities available in teacher training colleges:

TABLE I.8: Teacher Training Colleges

Details		1967-68	1973-74
Number of Colleges:			
Government	- Men	5	5
	Women	2	2
	Total	7	7
Aided	- Men	7	8
	Women	6	8
	Total	13	16
Grand Total		20	23
Number of students on rolls:			
Men	..	1,203	1,699
	Women	1,013	1,273
	Total	2,216	2,972
Number of teachers employed:			
Men	..	121	131
	Women	79	111
	Total	200	242

1.22 All high school teachers have been trained at teacher training colleges. There is, here also a problem of unemployment in the case of ~~these~~ graduate level teachers amounting to 4,888 as at 31-12-1974.

Recommendation 5

1.23 In view of the unemployment of 4,888 graduate level teachers and the rate of absorption of 1,200 teachers per year, it is recommended—

(a) that a precise estimate of the annual absorptive capacity of the high schools be made and enrolment to the Teacher Training Colleges be strictly regulated, on the basis of this estimate,

(b) that for 1975-76 the enrolment of students in Teacher Training Colleges be reduced atleast by 300 as was done before 1973-74 and 1974-75 and be continued thereafter till such time as the unemployed teachers are absorbed in the high schools.

(ii) In-service Training

Conduct of Training Course for College teachers:

1.24 A two weeks course in English Methodology was conducted at the Lady Willingdon Training College, Madras during December-January 1974, for the benefit of Professors/Asst. Professors/Tutors of English of Government and Aided Colleges in the State in order to familiarize them with the modern methods of teaching of English and with improved procedure for training graduate teachers of English. Thirty teachers were benefited by this course.

1.25 In-service training including orientation training for college teachers on teaching through the Tamil medium. The conduct of orientation courses, for the purpose of making the teachers better equipped in teaching through the Tamil Medium and trained in use of the Tamil technical terms in the subjects concerned, has become necessary due to the introduction of Tamil as an alternative medium of instruction in colleges. Hence orientation courses were conducted under the auspices of the Madras and Madurai Universities and so far 1,862 teachers have been trained by this scheme.

Welfare Schemes in Education

Midday Meals

1.26 The provision of midday meals in all elementary schools is helpful in promoting and retaining enrolment in the schools. One third of the total number of pupils of these schools, who come from the poorest section of the population, benefit under this scheme. About 19.58 lakhs of poor pupils in Standards 1 to 8 of elementary and higher elementary schools receive midday meals, including the 1.60 lakhs fed in Harijan Welfare Schools run by the Harijan Welfare Department. The provision for the Midday Meals Scheme in the budget for 1975-76 is about Rs.45 crores. This is supplemented by commodity assistance from the CARE Organisation, which is worth about Rupees Six Crores every year.

1.27 From 1st October 1974 the State Government grant for the Midday Meals Scheme has been raised from 6 paise to 10 paise per pupil per day for 200 days and the local body contribution has been raised from 4 paise to 5 paise per pupil per day for 200 days. This has meant an extra expenditure to the Government of about Rs.1.17 crores per year recurring.

1.28 97 Central Kitchens are functioning in three districts. They were established with CARE assistance at a total cost of about rupees two crores. They are serving about 3.75 lakhs of pupils in those three districts. These kitchens have 224 tempo vans gifted by CARE for transporting the food from the kitchens to the schools. A workshop for servicing, repairing and maintaining these vehicles as well as equipments used for cooking at the kitchens has been constructed at Vikravandi in South Arcot district at a cost of about Rs.15 lakhs with the assistance of CARE.

1.29 To facilitate proper storage of the food stuffs required for this programme, six regional godowns have been constructed in Tamil Nadu with the help of the CARE organisation at a cost of about Rs.20 lakhs.

Recommendation 6

1.30 In regard to the midday meals scheme it is recommended that while maintaining the midday meals scheme which was an innovation of the State, the possible economies in administering the scheme be examined by a specialised group.

Free Supply of Books.

1.31 Poor pupils receiving Midday Meals in Standards I to III are given text books free and poor pupils in Standard I get slate also free. More than 12 lakhs of pupils are given this free supply every year. From the year 1972-73 the cost of text books is met by the Tamil Nadu Text Book Society from its funds. The scheme cost the Society about Rs.20 lakhs in 1974-75 and will cost about Rs.25 lakhs in 1975-76. About Rs.2.50 lakhs will be spent from State Government funds in 1975-76 mainly for the free supply of slates to pupils in Standard I.

Scholarships (Schools)

1.32 School Education in Tamil Nadu is free at all stages. Rural talent scholarships are awarded from 1971-72. Under the scheme, scholarships are awarded every year to two students in each Panchayat Union. The scholarships are teneable for the entire school course. The value of the scholarships when the student is studying in selected high schools, approved for the purpose, is Rs.1,000 per annum for each boarder and Rs.500 per annum for each dayscholar. Pupils who get these scholarships but who are studying in schools of their own choice are allowed Rs.150 per annum from 1974-75 onwards. The total number of scholarship holders in any year is about 2,000 including renewals. Besides this, generous educational concessions continue to be given to the children of Burma and Ceylon repatriates, ex-service and defence personnel, scheduled castes and scheduled tribes, goldsmiths affected by the Gold Control Act and political sufferers.

Barding Homes

1.33 The institutions which are primarily Homes for Children having facilities for the education of the inmates are admitted to aid from State funds. At least 50 per cent of the inmates in the Home for Children shall be certified destitutes belonging to this State and shall be studying in recognised schools. Grants are given on behalf of the inmates between the ages of 5 to 20 (5 to 25 in the case of physically handicapped children) subject to a maximum of Rs.12 per mensem for an inmate (Rs.18 in the case of Home situated in Hill Station) or three fourth of the net boarding charges whichever is less. There are 379 Homes for Children in the State. The number of inmates in these Homes is 66,788. A sum of Rs.68.64 lakhs has been provided in the Budget Estimate for 1975-76.

School Improvement Conferences

1.34 In order to mobilise local effort and initiative in improving the facilities in schools, 510 school improvement conferences have been conducted till now and assistance in the order of Rs.13.05 crores has been secured from the public between 1959 and 1975. The programme is being continued, with an accent on science-cum-library improvement. As a result of voluntary efforts, about 40 lakhs of pupils have been given free uniforms at a cost of Rs.2.57 crores till now.

Medical Inspection of School Students and Mobile Medical Vans.

1.35 The pilot scheme of medical check up for high school students in North Arcot district was inaugurated in 1966. New mobile medical vans are provided for the purpose. The scheme of mobile medical vans for the medical inspection of pupils is now in operation in the revenue districts of North Arcot, Madurai, Tiruchirappalli, Pudukkottai, Salem, Dharmapuri, Coimbatore and The Nilgiris. This scheme is likely to be extended to the other districts in due course.

Qualitative Improvement Schemes.

Improvement of Science Education.

Laboratory Grant.

1.36 With a view to equipping all high schools in the State with adequate science equipment and laboratory buildings, a scheme for the sanction of grants to high schools was evolved. The scheme came into existence in 1955-56 and is continued annually. Under this scheme 810 high schools were benefited upto the end of 1973-74. The amount of grant paid under this scheme is Rs.40,000 for each school (Rs.25,000 for construction of a science block and Rs.15,000 for purchase of science equipment). Aided and Municipal schools are given a grant at 75 per cent of the cost, subject to a maximum of Rs.30,000.

Mobile Science Laboratory.

1.37 There are now 25 mobile science laboratory vans and 5 more are to be purchased shortly. The vans contain all apparatus required for high school science experiments and serve high schools which have no laboratory facilities. It is proposed to purchase 5 more vans in

1975-76 with a view ultimately to have one van for each educational district. The cost of the vans and the science equipment to be fitted in those vans will cost Rs.4 lakhs in 1975-76.

UNICEF Aided Programmes

1.38 A pilot project for improving science teaching in elementary schools with UNICEF assistance was implemented during the years 1971-72 to 1973-74 in 50 elementary and 30 higher elementary schools in Madras, Chingleput and South Arcot districts. From 1974-75, the scheme has been expanded with UNICEF assistance to cover 1,500 elementary schools and 1,800 higher elementary schools spread out throughout the State. The UNICEF supplied free of cost science kits to 1,550 elementary schools (cost Rs.20 lakhs). Further, under this scheme about 1,550 elementary schools teachers and 3,600 higher elementary school teachers were given in-service training during 1974-75 (20 days for elementary school teachers) at a cost of about Rs.10 lakhs, of which half will be borne by UNICEF. Science teaching in the schools involved in the scheme has as a consequence improved.

Library facilities.

1.39 To improve the quality of education in elementary schools, a scheme for the establishment of libraries in primary and upper primary schools was started during the Third Plan period. For maintaining these libraries, elementary schools are given grants on a matching basis. 21,000 elementary schools and 6,500 upper primary schools were benefited under the scheme upto 1969-70.

In high schools, during the years 1967-68 to 1973-74, grants for high school libraries were given to 1322 schools.

Scouts and Guides.

1.40 The Tamil Nadu Scout Association has a total strength of 73,504 boy scouts and girl guides. A sum of Rs.1,13,000 has been sanctioned during 1974-75 for enrolling about 14,000 pupils as scouts and a sum of Rs.2,00,000 has been sanctioned for the supply of free uniforms for 5,000 students at the rate of Rs.40 per student to expand the scheme. During 1975-76, 7,000 students will be additionally enrolled as scouts at a cost of Rs.60,000. This quantitative expansion should be matched by making the scout and guide training programmes part of the non-formal education system in the State.

Collegiate EducationTamil medium

1.41 The number of students in Tamil medium sections in the Pre-University and Degree Courses are as shown hereunder:

TABLE 1.9 Students in Tamil Medium Sections.

Year (1)	Stages of Education			Expenditure on payment of stipends and book allowance to students in Tamil Medium Sections (in lakhs) (5)
	Pre-University (2)	Degree (3)	Total (4)	
				(In Government and aided Colleges)
1966-67	4,600	-	4,600	-
1967-68	6,400	1,800	8,200	-
1968-69	13,784	2,801	16,585	-
1969-70	19,502	3,739	23,241	-
1970-71	20,638	4,027	24,653	-
1971-72	20,895	15,936	36,831	38.64
1972-73	21,224	16,786	38,001	44.93
1973-74	18,355	18,693	37,048	43.00
1974-75	19,542	15,839	35,381	40.00

Source: Performance Budget 1975-76

Incentive stipends to Tamil Medium Students.

1.42 Government continue to implement their policy of encouraging the imparting of higher education through the Tamil medium and sanctioned the payment of an incentive stipend of Rs.180 per year for students studying through Tamil medium in B.A. and B.Sc. and Rs.50 per year for those in the Pre-University class towards the purchase of text books in Tamil. This stipend has been available since 1971-72 to all the students in Tamil medium sections in Government and private colleges, irrespective of community or income limit. Inservice training is also given to college teachers for teaching through Tamil medium at a cost of Rs.2 lakhs per annum.

Scholarships (Colleges)

1.43 To encourage qualified and needy students scholarships are awarded under various schemes by the central and State Governments. The number of scholarships sanctioned under National Scholarship

Schemes by the Government of India for the last two years, are as follows:

TABLE 1.10 National Scholarships.

Sl. No.	Scheme	Total number of scholarships (fresh and renewals)	
		1973-74	1974-75
1	National Scholarship Scheme	2,480	2,450
2	National Scholarship to the children of school teachers	264	219
3	National Loan Scholarship Scheme	5,284	2,942

The Government of India have informed the State Government that from 1974-75 the expenditure on the National Scholarships and the National Scholarships to the children of school teachers at the current level, will have to be met by the State Government only, and that only the cost of additional scholarships will be met by the Government of India.

1.44 Besides the three Government of India Scholarships Schemes administered by the Directorate of Collegiate Education, several State Scholarships are also awarded to students. The various schemes of scholarships are discussed in detail in Chapter VI.

National Cadet Corps.

1.45 The strength of the Cadet Corps is now 52 Senior Division Units with about 32,000 cadets and 735 Junior Division troops with about 72,000 cadets. These include 5 Girls' Senior Divisions with a strength of about 3,000 Senior Division Girls and 57 Girls' Junior Division Troops with a strength of about 5,700 Junior Division Girls. The expenditure on the National Cadet Corps from the State Government's funds in 1975-76 will be about Rs.95 lakhs.

National Service Scheme.

1.46 The National Service Corps has been launched with the aim of providing college students with opportunities to devote their leisure time in the service of the nation, particularly in the field of education. The National Service Corps Scheme was first started in November 1969 with an initial strength of 2,000 in Madras University area in 10 Colleges with a strength of 200 in each.

Now the National Service Corps Scheme is implemented in 38 Colleges including those in the area of Madurai University.

The overall objective of the programme is educational service to the community and the special objective is to arouse the student's social consciousness.

The criteria governing the selection of institutions are as follows:

- (i) Institutions which have a tradition of Social Science where the atmosphere is favourable and necessary leadership available.
- (ii) Colleges which have necessary potential to develop the programme.
- (iii) Colleges which have done good work under Planning Forums Programme.
- (iv) Special institutions which have been taking an interest in the programme over years and have developed the activities.

The Universities which are implementing the scheme get a grant calculated at Rs.120 per student per annum of which Rs.70 is met by the Government of India and Rs.50 by the State Government. The amount of grant paid by the State Government every year has averaged Rs.8 lakhs in recent years. The students and teachers of colleges participate in this scheme on a voluntary basis. The number of students who participated in the scheme in 1974-75 was 8,000. It is proposed to increase the strength to 12,000 from 1975-76.

Some Set backs.

1.47 The educational output of the States educational expenditures also includes some serious losses and wastes of which four are quantified in the table below:

TABLE I.11 Set backs.

(1) <u>Drop-outs</u> : The percentages of drop-outs from school and college education at different levels are as follows:	
Primary	.. 51.2 per cent
Secondary	.. 80.0 per cent (with reference to enrolment from Standard I)
Between P.U.C. and first year of all Degree Courses	.. 53.0 per cent

TABLE I.11 Set backs--cont.

(2) Repeaters: The percentage of repeaters at different levels of education are as follows:

Primary	.. 20.00 per cent
Secondary	.. 18.00 per cent
Colleges	.. 44.00 per cent

(3) Failures: The percentages of failures are as follows:

(a) S.S.L.C.	April 1972	.. 39.8 per cent
	April 1973	.. 49.2 per cent
	April 1974	.. 48.1 per cent
	April 1975	.. 49.8 per cent

(b) Collegiate Education:

<u>Year</u>	<u>P.U.C.</u>	<u>B.A.</u>	<u>B.Sc.</u>	<u>B.Com.</u>
March 1972	52.82	66.94	79.71	33.10
March 1973	62.84	68.92	81.45	32.89
March 1974	59.44	75.13	81.08	83.10

(4) The number of educated unemployed in Tamil Nadu:

In 1969	.. 1,32,000
In 1974	.. 4,82,818

1.48 It is for consideration whether the education expenditure of the State is resulting in adequate quantitative returns, qualitative improvement and contributing to individual well being and State development. It is to optimise the benefits and to eliminate or reduce the inefficiencies and wastes that the further analysis and recommendations of the committee are devoted.

1.49 Despite the positive results of the State's educational expenditures noted in paragraphs 1.9 to 1.46, the four losses--three which are internal to the system, dropouts, repetition and failures and the fourth which is an external measure of the inefficiency of the system--unemployment, raises a serious question as to the proportion of the educational expenditures of the State which is wasted. Even in the case of the exogenous fourth factor--unemployment--there is an endogenous element of inefficiency involved. As the experience of the 5 lakh graduate employment schemes and the evidence from employing organisations indicate, the 4.6 lakh educated unemployed in the State are for a major part unemployable. That is the skills learnt at school and college are not what the market or the farm demands. The unemployed have had

to be deschooled and retrained in the skills which the State development demands. Subject to more detailed specific social and individual cost benefit studies on the State's growing educational expenditures, the aim should be (a) provide employment to 2.6 lakh teachers and educational administrators; (b) provide an opportunity for educational excellence to a few (1 or 2 per cent) of the gifted students (irrespective of the social structure or class from which they come); (c) provide an open door policy for students from the poverty sector, who do not however stay in school or college because of their poverty; and (d) to avoid wasting such a large amount as 50 per cent of the annual educational budget as at present without any positive results to the student or the State--as seen in the four set backs summarised in para 1.47.

Recommendation 7

1.50 To ensure a more adequate return on the large and growing educational expenditures of the State both to the individual student and the State, it is recommended that the 8 schemes for restructured school education and 15 schemes of improved and relevant higher education set forth in the State Planning Commissions educational sub-sector of the Perspective Plan (vide annexure) and accepted by the Government be phased over the Fifth and Sixth Plan and put into operation immediately.

CHAPTER II

PERFORMANCE BUDGET OF EDUCATION

2.1 The total expenditure on education including capital outlays and other welfare schemes is Rs.11,563 lakhs as estimated in the budget for 1974-75, the first year of fifth plan period and it is Rs.12,373 lakhs for 1975-76. Out of this total expenditure, the following are budget estimates for the departments of school education and collegiate education:

Department	Category of expenditure	Budget Estimate	Budget Estimate
		1974-75.	1975-76.
(1)	(2)	(Rs. in lakhs) (3)	(4)
School Education:	Non-Plan	8847	9620
	Plan	609	580
	Total	9456	10200
Collegiate Education:	Non-Plan	966	955
	Plan	237	188
	Total	1203	1143

2.2 The expenditure on School Education Department is 81.81 percent of the total expenditure for 1974-75 and it is 82.46 percent for 1975-76. The expenditure on Collegiate Education Department is 10.41 percent of the total expenditure for 1974-75 and it is 9.24 percent for 1975-76.

2.3 Percentage analysis of the different items of expenditure shows the weightage given to different items of expenditure in the department of School Education and the department of Collegiate Education.

2.4 The departments and the classifications under which the expenditure is analysed are as follows.

Table No.	Department	Classification	Years
II.1	School Education	Programme and Activity	1974-75 and 1975-76
II.2	School Education	Objectwise	1974-75 and 1975-76
II.3	Collegiate Education	Programme and Activity	1974-75 and 1975-76
II.4	Collegiate Education	Objectwise	1974-75 and 1975-76

(Table II.1 on the next page)

TABLE II.1 : Percentage Analysis of Expenditure on School Education --

Programme and Activity Classification

(Rupees in lakhs)

S.No.	Details	NON-PLAN			PLAN			TOTAL			PERCENTAGE		
		B. E. 74-75 3	R. E. 74-75 4	B. E. 75-76 5	B. E. 74-75 6	R. E. 74-75 7	B. E. 75-76 8	B. E. 74-75 9	R. E. 74-75 10	B. E. 75-76 11	B. E. 74-75 12	R. E. 74-75 13	B. E. 75-76 14
1.	Direction and Administration	158.85	159.98	165.52	3.30	3.04	3.93	162.15	163.02	169.46	1.72	1.65	1.66
2.	Elementary Education	4838.03	4982.24	5020.86	332.16	303.17	344.76	5170.19	5285.41	5365.62	54.68	53.51	52.61
3.	Midday Meals	290.50	380.96	435.49	7.96	7.00	14.25	298.46	387.96	449.74	3.16	3.93	4.41
4.	Secondary Education	3262.02	3314.49	3417.07	188.71	201.76	190.21	3450.73	3516.25	3607.28	36.50	35.59	35.38
5.	Science Education and State Institute	4.09	4.12	4.46	44.53	39.43	9.88	48.62	43.55	14.34	0.51	0.44	0.14
6.	Teachers Education	65.53	62.14	63.52	21.31	36.29	12.47	86.84	98.43	75.99	0.92	1.00	0.74
7.	Special Schools	41.80	39.47	38.84	1.45	0.27	1.28	43.25	39.74	40.12	0.46	0.40	0.39
8.	Adult Education	1.61	0.25	0.15	4.84	4.30	0.55	6.45	4.55	0.70	0.07	0.05	-
9.	Boarding Homes and Orphanages	68.64	68.64	68.64	-	-	-	68.64	68.64	68.64	0.72	0.70	0.67
10.	Physical Education	18.27	17.46	14.27	2.63	1.14	1.62	20.90	18.60	15.89	0.22	0.19	0.16
11.	Scholarships and concessions	21.97	20.79	20.48	0.12	0.12	0.12	22.09	20.91	20.60	0.23	0.21	0.20
12.	PVT Centres	2.06	2.50	2.51	-	-	-	2.06	2.50	2.51	0.02	0.03	0.02
13.	Miscellaneous	1.30	152.94	291.06	-	-	-	1.30	152.94	291.06	0.01	1.55	2.85
14.	Examinations	72.19	72.98	77.30	1.67	1.47	1.12	73.86	74.45	78.42	0.78	0.75	0.77
	T o t a l	8846.86	9278.96	9620.17	608.68	597.99	580.19	9455.54	9376.95	10200.36	100	100	100

Basis and Source: Budget Estimate for 1975-76 as in Performance Budget.

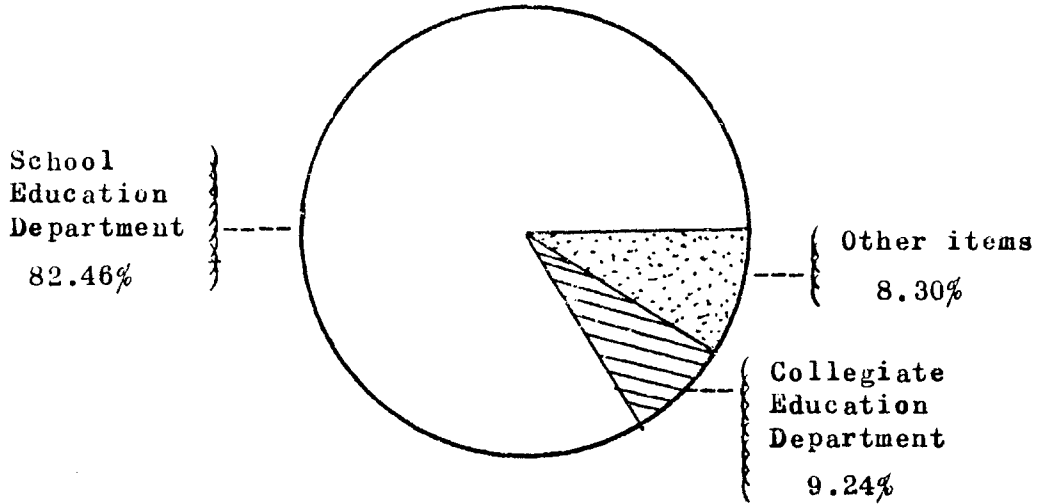
2.5 Table II.1 indicates and confirms some of the expenditure trends indicated in Chapter I.

a) The non-plan expenditure for elementary education (item 2) which is 96 percent of its total expenditure is entirely devoted to payment of salaries and allowances of teachers. 80 percent of the plan expenditure (item 2) is also for paying 7550 additional teachers. Thus out of Rs.6,170 lakhs for 1974-75 about Rs.50 lakhs are available to provide (i) Rs.7 lakhs for science equipment and teaching aid grants to 1564 elementary schools, (ii) Rs.1 lakh for libraries to 6875 elementary schools, (iii) Rs.10 lakhs as building grant to non-panchayat union primary schools, (iv) Rs.5.7 lakhs for 200 physical education teachers and (v) Rs.25 lakhs for introducing work experience in upper primary schools. The ratio of teachers' salaries to expenditure on improvement schemes is to 99:1. Even if midday meals item 3 (Rs.298 lakhs) and free supply of books and slates (Rs.4.5 lakhs) are added the disproportion between the ratio of teachers' salaries to other items of school improvement is 15:1 is striking.

b) A similar analysis applies to item 4--Secondary Education where the non-plan expenditure which is 94 percent of the total expenditure on Secondary Education is on payment of salary and allowances of teaching and non-teaching staff for 1974-75. Of the plan expenditure of Rs.189 lakhs, Rs.54 lakhs is again as salaries for additional (1500 teachers), Rs.35 lakhs for building construction and Rs.11.5 lakhs for developing craft instruction, comprehensive high schools and audio visual education. Here again even if science education, item 5 (Rs.49 lakhs) and teacher education item 6 (Rs.87 lakhs) are added, the disproportion between the ratio of teachers' salaries and other costs is serious. In part this calls for an examination of the teacher-pupil ratio, by school, by level, by region, by management. In Secondary Education, the performance budget shows that aided schools have a teacher-pupil ratio of 1:27, while government schools have a ratio of 1:22.

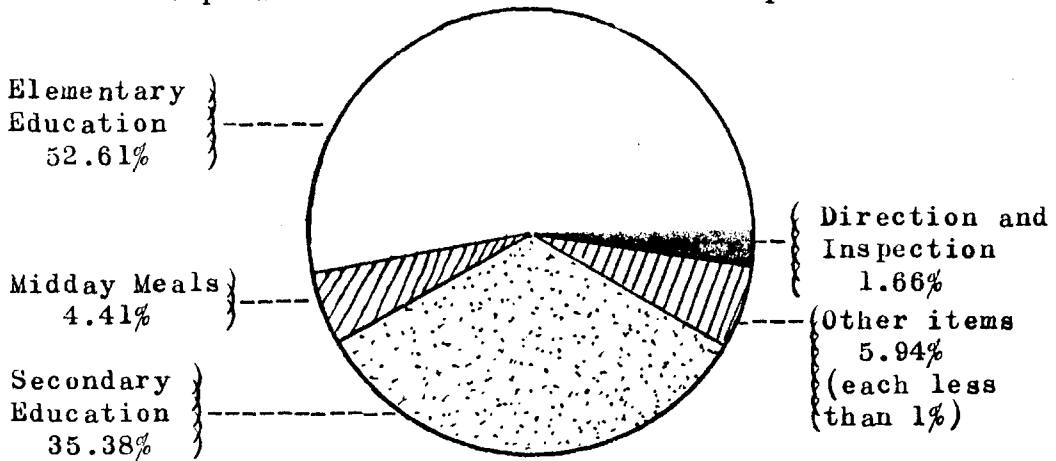
c) Adult education item 8 is allocated as 6.45 lakhs (reduced in the 1975-76 budget to Rs.0.70 lakhs). In a state where the majority of productive workers in agriculture are illiterate and where the unit cost of providing the learning skills to

PERCENTAGE OF EXPENDITURE ON SCHOOL AND COLLEGIATE
EDUCATION DEPARTMENTS TO TOTAL EDUCATION EXPENDITURE
(Budget Estimate 1975-76)

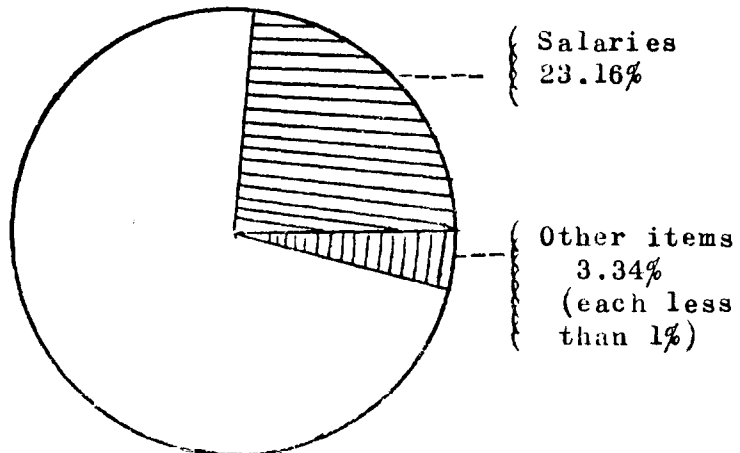


School Education Department

Percentage of expenditure on programmes and activities to
expenditure on School Education Department



Percentage of objectwise expenditure to
expenditure on School Education Department



them is about $1/4$ to $1/5$ of the formal school, this unexplored area represents an inefficient use of the State's educational resources.

d) While the programme activity classification sets forth clearly what are the quantitative targets to be achieved under each item of proposed expenditure, there is no follow up statement as to the extent to which these targets have been achieved and the expenditures fructuous.

Recommendation 8.

2.6 In light of the analysis of the performance budget for School Education it is recommended that :

1) the request for additional teachers and the development of existing teaching force be subject to detailed scrutiny and review. Norms of teacher-pupil ratio should be established and strictly adhered to. Either education should not be completely equated with employment of teachers allowing for a great deal more of self learning or the teachers must carry a much heavier burden of being the library, playground and the learning environment, simultaneously for the student,

2) the performance budget should contain information on how far the targets for the year before the last were not attained and the reasons for it;

3) there should be a gradual shift of the allocation under elementary education to non-formal education, with teachers' salaries for such education covering a much larger spectrum of dropouts and adult students shown under item 8.

TABLE II.2 : Percentage Analysis of Expenditure on School Education -- Objectwise Classification.

(Rupees in lakhs)

Sl. No.	Details	NON-PLAN			PLAN			TOTAL			PERCENTAGE		
		B.E. 74-75 (3)	R.E. 74-75 (4)	B.E. 75-76 (5)	B.E. 74-75 (6)	R.E. 74-75 (7)	B.E. 75-76 (8)	B.E. 74-75 (9)	R.E. 74-75 (10)	B.E. 75-76 (11)	B.E. 74-75 (12)	R.E. 74-75 (13)	B.E. 75-76 (14)
1	Salaries	616.52	1452.90	2260.52	71.32	62.19	101.75	687.84	1515.09	2362.27	7.27	15.34	23.16
2	Wages	4.54	27.57	37.35	-	-	-	4.54	27.57	37.35	0.05	0.28	0.37
3	Travel expenses	18.31	17.05	18.10	-	0.13	0.13	18.31	17.18	18.23	0.19	0.17	0.18
4	Office expenses	21.99	12.37	12.65	0.67	0.64	0.75	22.66	13.01	13.40	0.24	0.13	0.13
5	Payments for professional & spl. services	51.03	50.68	55.18	-	-	-	51.03	50.68	55.18	0.54	0.51	0.54
6	Rents, rates and taxes	0.45	13.64	13.31	0.03	0.19	0.19	0.48	13.83	13.50	0.01	0.14	0.13
7	Grants-in-aid/Contributions/subsidies	8035.62	7549.02	7080.90	470.26	450.63	415.09	8505.88	7999.65	7495.99	89.95	81.00	73.50
8	Scholarships and stipends	31.37	20.90	20.97	0.12	0.12	0.12	31.49	21.02	21.09	0.33	0.21	0.20
9	Buildings	9.43	8.73	8.86	30.24	32.82	33.20	39.67	41.55	42.06	0.42	0.42	0.41
10	Machinery, equipment and tools and plants	0.39	0.23	0.16	20.46	15.91	8.60	20.85	16.14	8.76	0.22	0.16	0.08
11	Motor vehicles	0.03	3.83	3.03	-	-	-	0.03	3.83	3.03	-	0.04	0.03
12	Maintenance	1.35	1.40	1.79	-	-	-	1.35	1.40	1.79	0.02	0.01	0.02
13	Materials & Supplies	5.16	6.53	2.51	7.24	13.78	2.45	12.40	20.31	4.96	0.13	0.21	0.05
14	Inter Account transfers	(-)5.25	(-)9.00	(-)16.25	5.25	7.00	14.25	-	(-)2.00	(-)2.00	-	-0.02	-0.02
15	Other charges	55.92	123.11	121.09	3.09	14.58	3.66	59.01	137.69	124.75	0.63	1.40	1.22
	T O T A L ..	8846.86	9278.96	9620.17	608.68	597.99	580.19	9455.54	9876.95	10200.36	100	100	100

Basis & Source: Budget Estimate for 1975-76 as in Performance Budget.

2.7 Table II.2 setting forth the objectwise classification records the following features:—

(a) Item 1 salaries shows a large increase between Rs.616.52 lakhs under non-plan expenditures shown in the table and Rs.1452.90 lakhs in the revised estimate for 1974-75 and the even Rs.2260.52 lakhs for 1975-76. This continuing increase is in part due to the grants payable for the salaries of teachers in former District Board schools and Municipal schools taken over by Government, which is brought under the item salaries from 1st October 1974 as in the case of teachers in Government schools. This is also reflected by decrease in item 7.

(b) The major item of objectwise classification is item 7 grants-in-aid contributions and subsidies which constitute 74 to 90 per cent of the budget. It would be helpful if there is a break up in the form of a supporting table of what this large object of expenditures includes.

(Table II.3 on the next page)

TABLE II.3: PERCENTAGE ANALYSIS OF EXPENDITURE ON COLLEGE EDUCATION --
PROGRAMME AND ACTIVITY CLASSIFICATION

(Rupees in lakhs.)

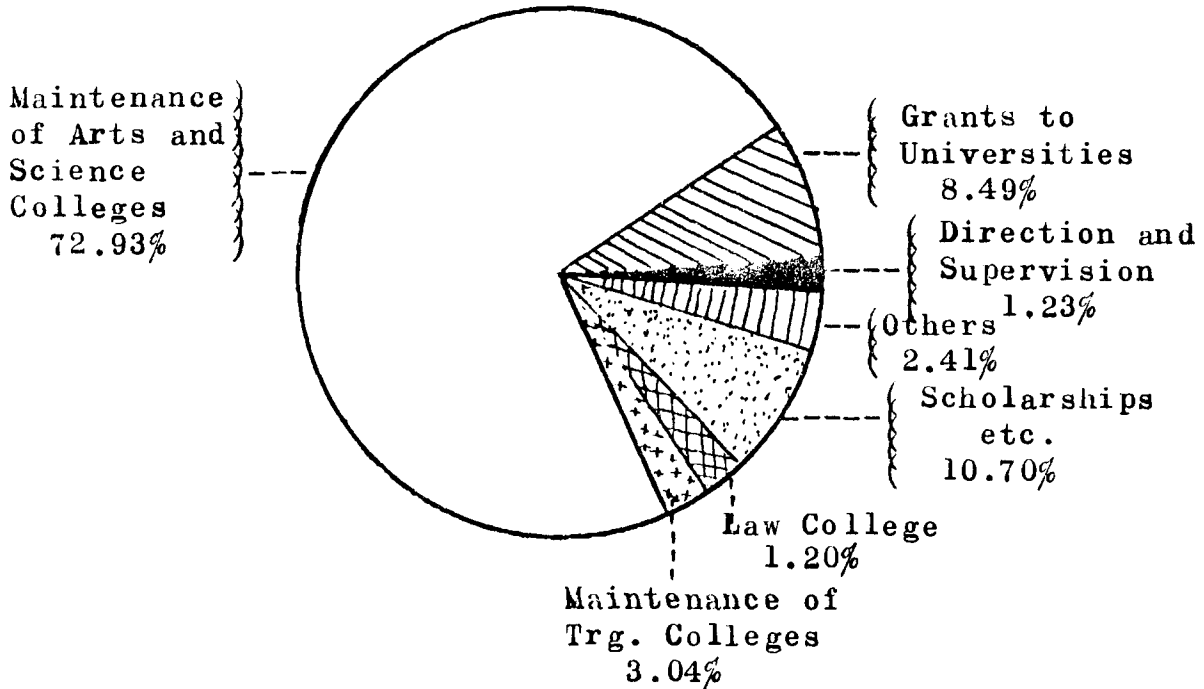
S.No.	Details	NON-PLAN			PLAN			TOTAL			PERCENTAGE		
		B.E. 74-75 (3)	R.E. 74-75 (4)	B.E. 75-76 (5)	B.E. 74-75 (6)	R.E. 74-75 (7)	B.E. 75-76 (8)	B.E. 74-75 (9)	R.E. 74-75 (10)	B.E. 75-76 (11)	B.E. 74-75 (12)	R.E. 74-75 (13)	B.E. 75-76 (14)
1	Direction and supervision.	10.24	10.78	10.79	1.00	1.18	3.23	11.24	11.96	14.02	0.94	1.05	1.23
2	Grants to Universities.	66.14	67.85	64.81	60.56	53.78	32.18	126.70	121.63	96.99	10.53	10.69	8.49
3	Maintenance of existing Arts and Science Colleges:												
	(a) Government	370.96	337.32	374.64	141.09	123.08	110.30	512.05	460.40	484.94	42.57	40.50	42.45
	(b) Non-Government	341.05	341.10	341.10	11.00	5.00	7.00	352.05	346.10	348.10	29.26	30.44	30.48
4	Maintenance of existing Training Colleges:												
	(a) Government	27.23	29.10	29.71	---	1.79	0.01	27.23	30.89	29.72	2.26	2.72	2.60
	(b) Non-Government	7.24	4.63	4.99	---	---	---	7.24	4.63	4.99	0.60	0.41	0.44
5	Law Colleges	8.47	8.86	10.15	---	3.94	3.60	8.47	12.80	13.75	0.71	1.13	1.20
6	Maintenance of existing Special Institutions:												
	(a) Government	2.49	2.67	2.78	---	---	---	2.49	2.67	2.78	0.21	0.23	0.24
	(b) Non-Government	4.47	5.45	4.75	---	---	---	4.47	5.45	4.75	0.37	0.48	0.42
7	New Courses and Qualitative improvement.	---	---	---	236.98	---	29.05	---	---	---	---	---	---
					**		**						
8	Scholarships, etc., Text Books (Tamil).	123.73	106.86	107.24	15.00	15.00	15.00	138.73	121.86	122.24	11.53	10.72	10.70
9	Miscellaneous	3.67	3.69	3.68	8.55	14.85	16.25	12.22	18.54	19.93	1.02	1.63	1.75
	Total	965.69	918.31	954.64	237.20	218.62	187.57	1202.89	1136.93	1142.21	100	100	100

**Included under various heads.

Basis and Source: Budget Estimate for 1975-76 as in Performance Budget.

Collegiate Education Department

Percentage of expenditure on programmes and activities to expenditure on Collegiate Education Department.



Percentage of objectwise expenditure to expenditure on Collegiate Education Department

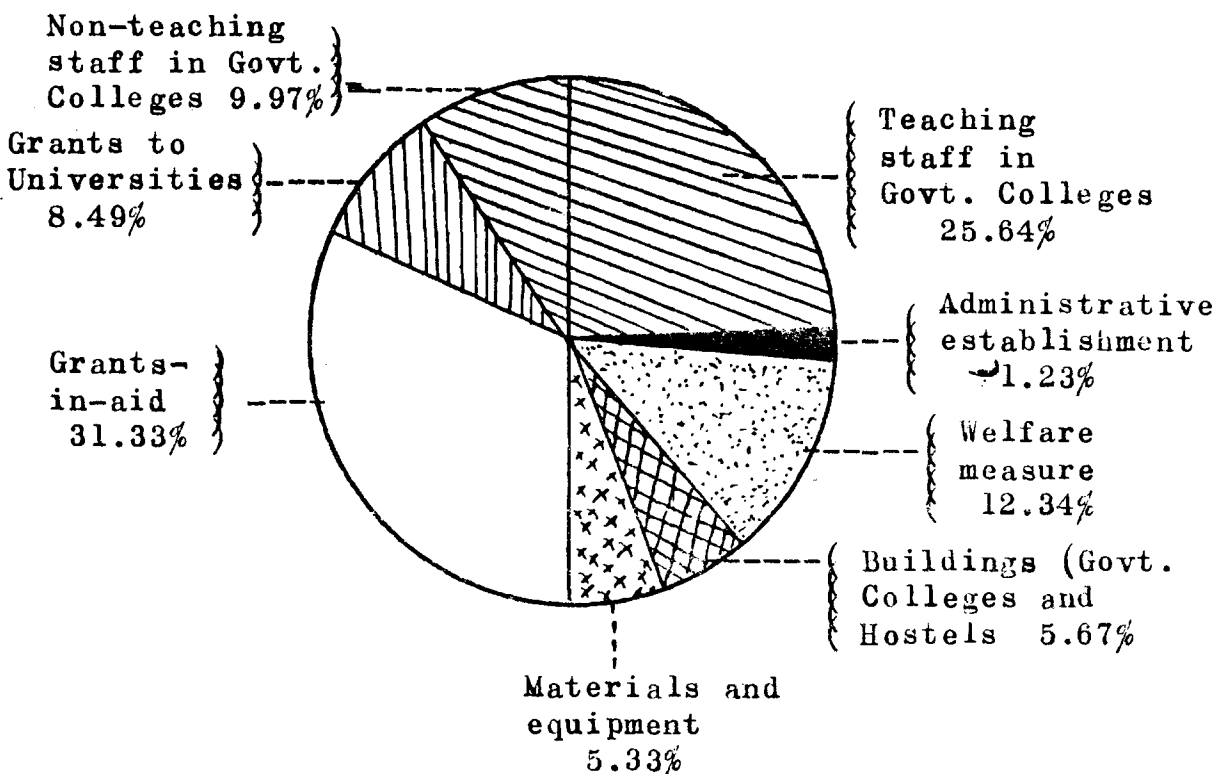


TABLE II.4: PERCENTAGE ANALYSIS OF EXPENDITURE ON COLLEGE EDUCATION —
OBJECT-WISE CLASSIFICATIONS.

(Rupees in lakhs.)

S.No.	Details	NON-PLAN			PLAN			TOTAL			PERCENTAGE		
		B.E. 74-75 (3)	R.E. 74-75 (4)	B.E. 75-76 (5)	B.E. 74-75 (6)	R.E. 74-75 (7)	B.E. 75-76 (8)	B.E. 74-75 (9)	R.E. 74-75 (10)	B.E. 75-76 (11)	B.E. 74-75 (12)	R.E. 74-75 (13)	B.E. 75-76 (14)
1	Administrative Establishment. ..	10.24	10.78	10.79	1.00	1.18	3.23	11.24	11.96	14.02	0.94	1.05	1.23
2	Teaching Staff in Government Colleges. ..	232.43	230.67	258.11	18.14	21.60	34.76	250.57	252.27	292.87	20.83	22.19	25.64
3	Non-Teaching Staff in Government Colleges. ..	143.14	97.58	108.91	5.41	3.13	4.98	148.55	100.71	113.89	12.35	8.86	9.97
4	Grants to Universities. ..	66.14	67.85	64.81	60.56	53.78	32.18	126.70	121.63	96.99	10.53	10.69	8.49
5	Grants-in-aid to Private Colleges:												
	(a) Teaching ..	352.17	350.58	350.24	---	---	---	352.17	350.58	350.24	29.27	30.83	30.66
	(b) Buildings and Equipment. ..	0.60	0.60	0.60	11.00	5.00	7.00	11.60	5.60	7.60	0.97	0.50	0.67
6	Materials and Equipment (Government Colleges). ..	33.29	48.38	50.07	8.69	9.12	10.78	41.98	57.50	60.85	3.49	5.06	5.33
7	Buildings (Government Colleges and Hostels). ..	0.28	1.20	0.07	109.85	95.46	64.64	110.13	96.66	64.71	9.15	8.50	5.67
8	Welfare Measures for Students. ..	127.40	110.67	111.04	22.55	29.35	30.00	149.95	140.02	141.04	12.47	12.32	12.34
	Total ..	965.69	918.31	954.64	237.20	218.62	187.57	1202.89	1136.93	1142.21	100	100	100

Basis and Source: Budget Estimate for 1975-76 as in Performance Budget.

2.8 Tables II.3 and II.4 which are the performance budgets for Collegiate Education call for the following comments:

(a) The grants to the Universities which seem to be equally divided between non-plan and plan expenditures and except for 1975-76 Plan which is allocated Rs.32 lakhs are stabilised at about Rs.120 lakhs and will be better understood if the U.G.C. grants are also included in the information note. This comment also applies to the U.G.C. grants made to the Colleges.

(b) There appears at first sight to be some imbalance in the Budget Estimates under item 3 (Table II.3) wherein 52 Government Colleges are allocated Rs.512 lakhs and 129 aided colleges allocated Rs.352 lakhs. This rather large difference in the cost to the Government of the two groups of colleges is due to, (a) the fees paid by students in Government colleges not accruing to the colleges but being credited to Government receipts (for 1973-74 they totalled Rs.45 lakhs) and (b) the aided colleges being given a Government grant of 80% of their net deficit after taking into account the fee income and see the differential fees charged by the two groups of colleges (Government colleges charge a fee of Rs.61 per term, while aided colleges charge Rs.61 to Rs.130 per term). Two questions arise in this connection. Should Government college fees not be on par with those of aided colleges, students from the weaker sections being helped by scholarships and free ships? Second, should the grant-in-aid to colleges not be based in part on financial needs but also in part on such academic criteria as innovations and experimentation in the colleges, **so that the** grant-in-aid policy to colleges is both rational and goal oriented.

(c) The Fourth Plan recorded the starting of 18 new government colleges and 34 new aided colleges, increasing enrolments by 66,000 and teachers by 3500, increasing state expenditures on collegiate education excluding buildings by nearly Rs.400 lakhs. The first 3 years of the Fifth Plan provides for no new Government colleges and in spite of the warning that a PUC college costs the Government Rs.50,000 in grant and a degree college Rs.1 lakh records the establishment of 5 new aided colleges in 1974-75.

(d) Under item 3, there is provision for Rs. 35,381 for payment of an incentive stipend of Rs. 180 per year (for degree classes) and a book allowance of Rs. 50 per student per year (for PUC) for Tamil medium students. As students perform much better in Tamil than in the foreign medium in English, this incentive payment may not be necessary--except to counter the snob-value of the English medium, which it cannot do. There should be no need to induce students to work in their mother-tongues. If teachers and text-books are available they will opt for it.

(e) Item 3 also includes compensation to colleges for the one year free PUC on which the Government is now spending Rs. 1 crore. Also the government colleges fees need revision.

(f) Item 4 provides Rs. 36 lakhs for teacher training colleges. The grants under this head may be reexamined along with a system of adequate fees.

Recommendation 9.

2.9 In light of the above, it is recommended that :

- 1) Information on all grants to the universities and colleges be provided in the performance budgets,
- 2) no new colleges be opened from the second year of the fifth plan,
- 3) fees of government colleges be brought into line with those in private colleges,
- 4) the incentive stipend for Tamil medium students be stopped,
- 5) as the educational structure is transformed from 1 year PUC to 2 year higher secondary course, fees be charged for the 2 year higher secondary course with suitable scholarships for qualified and needy students,
- 6) teacher training colleges should levy fees so that they may be more self-reliant,
- 7) the grant-in-aid code may be reviewed with a view to basing its criteria on administrative and academic considerations.

CHAPTER III

AVERAGE ATTENDANCE AND RESULTING TEACHER PUPIL RATIO

A. Reported and Real Attendance

3.1 The number of teachers and the number of pupils enrolled in different types of schools in 1965-66 and 1974-75 are as follows :

TABLE III.1 . Reported enrolments

Type of institution	1965-66			1974-75		
	No. of schools.	No. of students enrolled.	No. of teachers employed.	No. of schools.	No. of students enrolled.	No. of teachers employed.
1	2	3	4	5	6	7
Elementary Schools	24641	3057708	88173	26797	3851268	110517
Higher Elementary Schools	6065	1864035	59943	5768	2262792	68249
High Schools (including Anglo-Indian, Matriculation and Central Schools)	2234	1207869	48574	2882	1654523	69454

Source: Performance Budgets 1975-76

3.2 In order to examine the relation between the number of pupils reportedly enrolled in each school and the actual average attendance of pupils, at the school a quick survey of elementary schools in the following four selected ranges was undertaken by the District Educational Officers concerned on the instruction of the committee .

- (1) Villupuram range (Urban)
- (2) Anniyur (Rural)
- (3) Krishnagiri (General) (Rural)
- (4) Krishnagiri (Block range) (Semi-urban)

TABLE III.2 Quick Survey of Enrolment, Average and Visit Attendance in Villupuram Educational District (Urban area)--Standards I-VIII as gathered by the District Educational Officer, Villupuram.

Range : Villupuram (1973-74)

Name of the school.	Enrolment		Average attendance monthly return figures.		Attendance as found during visit of Inspectors.	
	Boys	Girls	Boys	Girls	Boys	Girls
1	2	3	4	5	6	7
<u>Government</u>						
1. Model School attached to Government Training School.	97	76	71	48	73	54
Percentage of average attendance to enrolment.	-	-	73.19	63.16	75.25	71.06
Total (Boys & Girls)	174			119		127
Total percentage of average attendance to enrolment	-			68.79		73.41
<u>Municipal</u>						
1. Poonthottam	527	406	430	301	409	327
2. Hospital Road	242	159	168	118	187	124
Total ..	769	565	598	419	596	451
Percentage of average attendance to enrolment	-	-	77.76	74.16	77.50	79.84
Total (Boys & Girls)	1334			1017		1047
Total percentage of average attendance to enrolment	-			76.23		78.48
<u>Aided</u>						
1. Mahatma Gandhi	687	503	513	448	622	465
2. Ramakrishna	425	412	334	323	293	311
3. Nataraja	544	425	386	308	423	332
4. R. C.	809	743	672	616	665	640
5. St. Xavier	157	128	135	108	136	113
Total	2622	2211	2140	1803	2139	1861
Percentage of average attendance to enrolment	-	-	81.62	81.55	81.58	84.20
Total (Boys & Girls)	4883			3943		4000
Total percentage of average attendance to enrolment.	-			81.58		82.77

TABLE III.3 : Quick Survey of Enrolment Average and visit attendance in Villupuram Educational District (Rural area)--Standards I to VIII as gathered by the District Educational Officer, Villupuram.

Range : Anniyur (1973-74)

Name of the school 1	Enrolment		Average attendance monthly return figures		Attendance as found during visit of Inspector.	
	Boys 2	Girls 3	Boys 4	Girls 5	Boys 6	Girls 7
<u>Aided</u>						
1. Kakkanur	202	173	148	112	129	93
2. Theli RC.	79	66	73	44	75	57
3. Nangathur RC.	183	144	159	121	161	114
Total	464	383	380	277	362	264
Percentage of average attendance to enrolment	-	-	81.91	72.33	78.02	68.93
Total (Boys & Girls)	847		657		626	
Total percentage of average attendance to enrolment	-		77.57		73.91	
<u>Panchayat Union</u>						
1. Adanur	172	100	121	58	110	54
2. Athiyur	227	115	110	36	90	24
3. Ariyalur	151	52	112	31	108	29
4. Kalanampoodi	238	180	121	82	134	77
5. Kaipattu	200	110	128	62	109	51
6. Konur	223	155	123	66	115	59
7. Naliapalayam	200	98	156	77	158	69
8. Venmaniyathur	117	55	102	48	70	43
9. Perumpakkam	184	86	124	58	124	57
Total	1712	961	1103	518	1018	463
Percentage of average attendance to enrolment.	-	-	64.43	53.91	59.46	48.18
Total (Boys & Girls)	2673		1621		1481	
Total percentage for Boys and Girls of average attendance to enrolment	-		60.64		55.42	

TABLE III.4 : Quick Survey of enrolment, average attendance and visit attendance in Krishnagiri Educational District in Standards I to VIII, as gathered by the District Educational Officer, Krishnagiri.

Range: Krishnagiri General Range (Rural) (1973-74)

Name of the school 1	Enrolment		Average attendance		Attendance as found during visit of Inspector	
	Boys 2	Girls 3	Boys 4	Girls 5	Boys 6	Girls 7
Panchayat Union						
1. Chinakothur	120	80	70	33	69	29
2. Chennasandiram	168	87	81	26	63	14
3. Beemandapalli	140	61	60	20	42	10
4. Nedumaruthi	87	57	68	43	63	41
5. Neralagiri	107	54	52	31	62	37
6. Veppanapalli	137	132	85	74	49	34
Total	759	471	416	227	348	165
Percentage of average attendance to enrolment			54.80	48.19	45.85	35.03
Total (Boys & Girls)		1230	643		513	
Total percentage of average attendance to enrolment			52.28		41.71	

TABLE III.5 : Quick Survey of enrolment, average attendance and visit attendance in Krishnagiri Educational District in Standards I to VIII as gathered by the District Educational Officer, Krishnagiri.

Range : Krishnagiri Block Range (Urban) (1973-74)

Name of the school 1	Enrolment		Average Attendance		Attendance as found during visit of Inspector.	
	Boys 2	Girls 3	Boys 4	Girls 5	Boys 6	Girls 7
<u>Municipal</u>						
1. Fort (Urdu)		247		186		202
2. Old Jubjai Road	552	462	414	353	424	363
3. Raju Street	327	202	208	140	199	137
4. Oldpet	615	475	446	354	442	356
Total	1494	1386	1068	1053	1065	1058
Percentage of average attendance to enrolment			71.47	74.52	71.94	76.32
Total (Boys & Girls)	2880		2101		2123	
Total percentage of average attendance to enrolment			72.95		73.70	
<u>Aided</u>						
1. R. C. Fathima	620	0	530	0	480	0
2. R. C. Girls	143	673	139	627	142	535
Total	763	673	677	627	622	535
Percentage of average attendance to enrolment			88.74	93.17	81.53	79.50
Total (Boys & Girls)	1436		1304		1157	
Total percentage of average attendance to enrolment			90.80		80.58	

3.3 From the Table III.3 it can be seen that the average attendance in Panchayat Union Schools in the Villupuram Educational District is 60.64 percent of the reported enrolment and the actual attendance on visit is 55.42 percent of the reported enrolment. In the Krishnagiri Educational District, the average attendance of Panchayat Union Schools is 52.28 percent and on visit 41.71 percent.

TABLE III.6 : Percentage of actual attendance to roll in select schools as recorded during surprise visit by the Committee on 27th March 1975.

Sl. No.	Name of school	Roll and attendance as found by the Committee			Percentage of enrolled in attendance
		Std.	Roll	Attendance	
1	2	3	4	5	6
1.	Corporation School, Anna Nagar	I-A	61	50	80
		I-B	72	56	
		IV-C	70	57	
		IV-A	63	49	
		Total	266	212	
2.	Aided School, Anna Nagar	V-A	41	39	95
		V-B	35	34	
		IV-A	40	38	
		IV-B	43	40	
		Total	159	151	
3.	Panchayat Union School, Villivakkam	I	23	12	66
		II	13	13	
		III	13	8	
		IV	22	12	
		V	11	9	
		Total	82	54	
4.	Township School, I Avadi	I	57	54	88
		II	56	50	
		III	45	35	
		Total	158	139	
5.	Township School, II Avadi	Total	140	105	75

3.4 The Committee paid surprise visits to five schools on March 27 in the region covering Madras to Poondy. One was a Corporation School, one a private (aided school) and 3 were Township and Panchayat Union Schools. The result of this surprise visit shows that in the aided school the attendance was over 90 percent of the enrolment, in the Corporation School 80 percent and in the township and panchayat union schools around 70 percent.

3.5 What was most striking in this visit was the very poor school environment, which can make only for poor learning. The unkept school shed (which must be unusable during the monsoons), the dirt floor on which the children sit, the 3 or 4 sections being held

in a single over crowded class room where a babel of teachers and student noises represents education, the absence of minimum sanitary facilities--all environment in which they are asked to function. The efficiency of the learning process at this elementary level will be considerably strengthened by using part of the savings recommended to improve the primary school environment, such as partitioning the rooms, providing a hard floor, giving some wooden planks for seats, arranging for sanitary facilities, etc.

3.6 For the State as a whole the percentage of average attendance of pupils at elementary level is as follows:

TABLE III.7 : State percentage of average attendance
(Elementary level) - 1972-73.

S. No.	Type of school	Govt.	P.U.	Muni- cipal	Private	For all manage- ment
1	2	3	4	5	6	7
1.	Elementary School	81.6	70.9	84.0	83.7	76.1
2.	Higher Elementary School	81.3	69.6	81.9	87.2	79.0
3.	High School (Boys)	88.6	-	87.4	92.2	90.8
	Weighted average	83.7	70.3	84.3	85.2	81.9

Source : From the Report of a Special Study by the Statistical Officer, School Education Department, Madras-6.

3.7 The above table shows a more optimistic picture of average attendance in respect of Panchayat Union Schools than the results of the study of four ranges, viz., the Panchayat Union Schools have an average attendance of 70.3 percent in the above table while in the four ranges studied the average attendance varies from 42 to 61 percent of enrolment. The private aided schools have an average attendance of 85.2 percent in the above table while the four ranges show an average attendance of 81 to 91 percent of enrolment.

B. Teacher-Pupil ratio

3.8 Another relevant indicator is the teacher-pupil ratio. The following table shows the Statewise average teacher-pupil ratio for elementary level (I to V Stds.)

TABLE III.8 Teacher-pupil Ratio (Elementary level) 1972-73

S. No.	Type of School	Govt.	P.U.	Municipal	Private	For all management
1	2	3	4	5	6	7
1.	Elementary	27	26	28	31	28
2.	Higher Elementary	28	27	32	35	31
3.	High School (Boys)	35	--	29	39	36
4.	High School (Girls)	34	--	--	43	40
	Weighted average	31	27	30	39	34
	Range	27 34	26 27	28 32	31 43	28 40

Source : From the Report of a Special Study by the Statistical Officer in the Directorate of School Education, Madras-6.

3.9 The ratio is 31 in respect of elementary schools under private management but it is less than 30 in other managements. It is 26 in respect of Panchayat Union elementary schools. It is 27 for Panchayat Union Higher Elementary Schools compared to 35 for private management Higher Elementary Schools, Government High School for Boys and Girls range from 34 to 35 while private ones from 39 to 43.

3.10 Teacher-pupil ratio for middle level (VI to VII Standards) is shown in Table III.9.

TABLE III.9 : Teacher-pupil ratio (Middle level) 1972-73

S. No.	Type of school	Govt.	P.U.	Municipal	Private	For all management
1	2	3	4	5	6	7
1.	Higher Elementary	23	19	25	29	24
2.	High School (Boys)	31	--	35	39	35
3.	High School (Girls)	33	--	33	34	34
4.	Anglo-Indian Schools	41	--	--	44	43
	Weighted average	32	19	33	38	34

Source : From the Report of a Special Study by the Statistical Officer, Directorate of School Education, Madras-6.

3.11 Teacher-pupil ratio is very low except in private and municipal schools. It is very low in Panchayat Union Higher Elementary Schools at 1:19.

3.12 Teacher-pupil ratio at the high school level is seen from the State level averages shown in the table below.

TABLE III.10 : Teacher-pupil ratio (High Schools) 1972-73.

S. No.	Type of school	Govt.	P.U.	Muni- cipal	Private	For all manage- ment
1	2	3	4	5	6	7
1.	High School (Boys)	26	--	33	34	29
2.	High School (Girls)	31	--	36	36	34
3.	Anglo-Indian High School (Boys)	23	--	--	28	27
4.	Anglo-Indian High School (Girls)	8	--	--	24	24

Source: From the Report of the Special Study by the Statistical Officer in the Directorate of School Education, Madras-6.

3.13 In the high schools, the Government schools have a lower teacher-pupil ratio than that of the Municipal and private schools. It is also low in Anglo-Indian High Schools.

3.14 The problem of teacher-pupil ratios and recommendations there are dealt with in Chapter V.

Recommendation 10:

3.15 Taking into account that the average attendance of Panchayat Union schools is 70 percent of the reported enrolment,

That its teacher-pupil ratio is the lowest, at 27 in elementary schools and 19 in middle schools,

That the Government has set up a Committee which is considering a new structure for school and college education, which will have implications for the number of teaching staff needed at various levels,

That the system of non-formal education should be introduced in order to deal with the problem of the growing number of school drop-outs, (40 percent boys and 60 percent girls before Standard V), and as a means of realising the State and National objective of free and compulsory primary education for all, and

That the number of unemployed teachers is a cause of concern and must be given priority in future appointments,

It is recommended that,

(1) all existing employment contracts with teachers be faithfully honoured, which means no teacher who is in a position now will be affected,

(2) all teachers' vacancies in all categories of schools whether arising during the school year 1974-75 or those that may arise in 1975-76 be not filled for 1975-76, except in exceptional hardship cases for which the Director of School Education will obtain orders from Government and in the case of such appointment ensure that unemployed teachers sponsored by the Employment Exchange are given preference to the exceptional cases referred to above will be identified immediately by the Department on the basis of the following factors as applied to each school :

- = the attendance in the school in the past year
- = the likely increase in the attendance in the coming year
- = the number of teachers employed in the past year
- = the likely teacher vacancy in the coming year
- = the adequacy or otherwise of the remaining teaching staff for the coming year
- = whether the enrolment made or proposed is in keeping with the number of school places and the identification of the excess of strength above the school places.

(3) Some part of the ensuing savings be used for improving the primary school environment and its material provisions on the basis of a study to be made on this matter during the coming school holiday season and action to be completed before the reopening of schools. In this connection, work experience in the schools can take the form of learning to improve, clean and beautify the school and its environment by the teachers and pupils working and learning together.

CHAPTER IV.

TEACHER-PUPIL RATIOS AND THEIR APPLICATION.

General.

4.1 There is no sacrosanct statistical or pedagogic norm with regard to the teacher pupil ratio. It varies with (a) the level of education, being large at the lower and small at the higher levels, (b) the effectiveness of the individual teacher (the average Japanese Primary school for instance has a class size of 50/60 and yet is one of the most efficient systems), (c) the level of development and financial resources of the States; and (d) the birth rate which usually determines the size of the class room (being 1.5 to 2 times the birth rate according to the report of the Kothari Education Commission (1964-66)).

Inter State

4.2 The teacher pupil ratio in this State and other States in India and other countries at various levels of education are summarised in the table below:

TABLE IV-1: Teacher Pupil ratio at different levels and in different States and different countries.

Sl. No.	State/Country	Prepa-ratory	Lower Elemen-tary.	Higher Elemen-tary	Secon-dary	Univer-sity
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1	Tamil Nadu	35	35	25	33	23(Govt.) 25(non-Govt.)
2	Maharashtra	30	36	35	26	
3	Gujarat	39	38	36	29	
4	Andhra Pradesh	33	39	20	33	
5	Kerala	--	39	35	31	
6	Karnataka	40	44	40	25	
7	Uttar Pradesh	13	44	25	50	
8	West Bengal	24	36	28	30	
9	Punjab	40	39	33	35	
10	All India	30	36	31	27	
11	Japan	--	26	19	12	
12	France	--	23	16	--	

TABLE IV-1: Teacher Pupil ratio at different levels and in different States and different countries--cont.

Sl. No.	State/Country	Preparatory	Lower Elementary	Higher Elementary	Secondary	University
(1)	(2)	(3)	(4)	(5)	(6)	(7)
13	U.K.	--	24	14	8	
14	U.S.A.	--	24	19	10	
15	U.S.S.R.	--	17	9	19	
			First level			
16	Pakistan*		44 (1969)			
17	Sri Lanka ⁺		29 (1964)			

Sources: (a) for the figures of States in India and All India figures, "Educational Statistics at a glance 1973 Statistics and Information Division, Ministry of Education and Social Welfare".

(b) *Statistical Year Book 1972, UNESCO

(c) +Progress of Education in the Asian Region, UNESCO Regional office for Education, 1969, Bangkok.

4.3 The Kothari Commission recommended the financing of education on the basis of the following teacher-pupil ratios:

TABLE IV-2: Teacher-Pupil Ratio as per the Kothari Commission

Sl.No.	Level	1975-76	1985-86
(1)	(2)	(3)	(4)
1	Pre-Primary	40	40
2	Lower Elementary	50	45
3	Upper Elementary	35	35
4	Secondary	25	25
5	2 Year Pre-University	20	20
6	(a) Colleges Arts & Commerce	15	15
	(b) Science	11	11

Alternatives

4.4 In view of the fact that due to the population increase which has taken place, lower elementary school enrolments will increase in Tamil Nadu by 20 per cent by the end of the Sixth Plan (from 55 lakhs to 65 lakhs). Upper elementary enrolments by 150 per cent from (15 lakhs to 35 lakhs) and Secondary enrolments by 300 per cent

(from 7.5 lakhs to 23 lakhs) as forecast by the Perspective Plan for Tamil Nadu (1972-1984), the establishment of an appropriate teacher-pupil norm at the various levels of school and college education is important from the point of view of the extent of State sources and share of the annual budget that will have to be allocated to Education. In the case of University and College education the recommendations of the Central Advisory Board of Education, the Union and State Planning Commissions and the Association of Indian Universities are to stabilise or moderate their rate of growths and hence the teacher-pupil ratio at this level should be stabilised to improve the quality and performance of the institutions. The low teacher-pupil ratios for higher education recommended by the Education Commission are due to the different and specific methods of teaching and instruction recommended by the Commission.

4.5 Taking into account all these factors, the following alternative teacher-pupil ratios present themselves:

TABLE IV-3: Alternative Teacher-Pupil ratios.

Sl. No.	Levels	Current in Tamil Nadu 1-8-'74	Education Commission.	*State Planning Commission
1	2	3	4	5
1	Pre-Primary	35	40	--
2	Lower Elementary	35	50	37
3	Upper Elementary	33	35	33
4	Secondary	29	20	32
5	(a) Colleges Arts and Commerce	--	15	20
6	(b) Science	--	11	15

Source: *Paragraph 3.13 and Table 3.27 Nine of "Towards Learning Society" The Perspective Plan for Tamil Nadu 1972-84.

4.6 If these ratios are applied to the School system in the State as at first August 1974 the number of teachers needed at various levels of School Education against approved posts will be.

TABLE IV-4: IMPLICATIONS FOR TEACHER POSTS

S.No.	Levels	Sanctioned posts of Teachers on 1-8-1974.	Number of needed posts as per		
			Current ratio.	Education Commission.	State Planning Commission.
(1)	(2)	(3)	(4)	(5)	(6)
1	Lower Elementary.	1,96,172	1,58,900	1,11,200	1,50,300
2	Upper Elementary.	---	44,120	41,590	44,120
3	Secondary.	26,088	25,930	37,600	23,450

Tamil Nadu Norms:

4.7 For this State the teacher-pupil ratios as fixed in G.O. Ms.No. 250, Education, dated 29th February 1964 for different types/levels of schools and for division of sections are as follows:—

TABLE IV-5: TEACHERS AUTHORISED BY G.O.Ms.No. 250, EDUCATION, DATED 29TH FEBRUARY 1964 (SUMMARISED).

S.No.	Category of Schools	No. of Teachers admissible	Monthly average attendance required.
(1)	(2)	(3)	(4)
1	Single Teacher School ..	1	20
2	Other than Single Teacher .. Schools with combination of two or more standards.	2 3 4 5	30 and above 55 and above 75 and above 95 and above
3	If the standards are divided into two or more Sections for each section	1 2 3 4 5	35 Between 36 and 70 Between 71 and 105 Between 106 and 140 Between 141 and 175
4	If the standards are not divi- ded into two or more Sections.	1 2 3 4 5	20 30 and above 55 and above 75 and above 95 and above
5	(a) Upper Primary Standards of Upper Primary Schools for each Standard (VI to VIII Standards).	1	20

TABLE-IV-5: TEACHERS AUTHORISED BY G.O.Ms.No. 250, EDUCATION, DATED 29TH FEBRUARY 1964 (SUMMARISED)--cont.

S.No.	Category of Schools.	No. of Teachers admissible.	Monthly average attendance required.
(1)	(2)	(3)	(4)
5	(b) For each Section ..	1 2 3 4	35 36 and above 61 and above 81 and above
		(and so on afterwards in slabs of 20).	
6	Combination of Standard if there is no minimum average attendance of 20 in each of Upper Primary Standards.	1 2 3	20 30 and above Exceeds 55
7	Incomplete Upper Primary Schools with Standards VI or VII as the highest.	2 3 4 5	30 and above 55 and above 75 and above 95 and above

(If the average attendance is less than 20 even if Standards VI and VII put together, the average attendance of Upper Primary Standards may be combined with the over-all average attendance of the Primary Standards which have not been divided into two or more section and the teacher-pupil ratio should be fixed as mentioned above.)

Application

5.8 It will be instructive to examine how far the norms fixed by the Government in their order G.O.Ms.No. 250, Education, dated 29th February 1964 concerning the teachers-pupil ratio are adhered to in the Panchayat Union Schools.

The Background

4.9 In accordance with G.O.Ms.No. 250, Education, in practice, the Panchayat Unions are competent to appoint teachers for the schools under their control on the basis of the formula governed by the teacher-pupil ratio. Each year the District Educational Officer allocates the number of new teacher's posts based on the financial sanction available. For purpose of calculating the average attendance each school under any particular management is treated as a unit in the case of aided schools. In the case of Panchayat Unions, however, all the schools under the direct management of each Panchayat Union are treated as a single unit.

This practice seems to originate from para. 7 of an instruction issued by the Director of School Education in clarification of G.O. Ms.No. 793. The relevant para reads "In the case of Panchayat Union Schools, the net additional enrolment in all the schools put together may be taken into account for purpose of utilising the additional teachers posts. If additional posts are required over and above the posts now allotted (one for each Panchayat Union) the Panchayat Union Commissioner may apply to the District Educational Officer, who will allot additional posts to the extent necessary after satisfying the condition regarding additional enrolment, teacher-pupil ratio relevant rules in the matter, etc.". The grant due to the aided schools is sanctioned by the District Educational Officer every month. While sanctioning the grant any decrease in the average attendance in the month will be taken into account and the grant will be disallowed. In the case of Panchayat Unions, the grant is sanctioned by the Director of School Education in four equal instalments in the months of April, July, October and January on the basis of Annual Education Budget of each Panchayat Union approved by the Director of Rural Development. The private management is eligible for 100 per cent teaching grant plus a maintenance grant of 6 per cent. The Panchayat Union as per Tamil Nadu Panchayat Act, 1958 is responsible for elementary schools in its area and the Government shares the cost through the following system of grants:

Illustration as contained in G.O.Ms.No. 2077, Education, dated 29th September 1972.

- (1) Total expenditure under Education Fund Account (Ordinary).
- (2) Deduct: Per capita grant at Rs.6 with reference to 1971 census population.
- (3) Balance.
- (4) Deduct: New Education grant with reference to new classification and new percentage.
- (5) Balance.
- (6) 4/9th of local cess transfer.
- (7) Balance to be met by the Panchayat Union from other sources.

4.10 In practice, the inadequacy of average attendance in a Panchayat Union School is not an adequate reason to disallow the grant. It is enough if the monthly average attendance in all the schools of any Panchayat Union taken together is sufficient when

comparing it with that of the total number of teachers working in the Union. Only if the monthly average attendance in all the Panchayat Union Schools as taken together is not adequate to support the teacher-pupil ratio can the grant be disallowed to the junior-most teacher or teachers as the case may be provided in para. 2(iii) of G.O. Ms.No. 250 which reads "the number of teachers fixed by the District Educational Officer should be continued until the next re-fixation and it would be the responsibility of the teachers and the managements ensure that the required attendance is maintained throughout. If the average attendance decreases in any month, the grant due to the junior-most teacher or teachers will be disallowed".

Recommendation 11

4.11 As the need for a teacher has to be assessed only with regard to the attendance in each school and on that basis the proper deployment of teachers be effected, it is recommended that the practice mentioned in para. 4.10 be dropped in future additional teachers may be sanctioned based on the attendance in each school and not on the basis of attendance in all the schools in a Panchayat Union put together.

Sample size

4.12 Out of a total of 374 Panchayat Unions in the State, primary education has been entrusted to 364 Panchayat Unions. Out of these 364 Panchayat Unions, 2 each from Chingleput and North Arcot were selected for the study. From each Union, six schools were selected involving a field study of 24 schools. The study was conducted by the Director of Evaluation and Applied Research, Madras-10 under the Finance Department

4.13 Care was taken to see that all necessary aspects of the question are covered in the study, viz., drop-outs, monthly average attendance and teacher-pupil ratio, as a mean of testing whether the norm referred to for the appointment of teacher in the primary schools have been complied with or not.

Findings of the study

Drop-outs

4.14 An estimate of the drop-outs would have been helpful in checking the accuracy of the monthly average attendance, but unfortunately such an estimate could not be gained from the

attendance registers. Instead of deleting from the attendance registers the names of such of those pupils as have dropped out, the Headmasters of Schools have kept the nominal roll in tact. This perhaps was due to the desire of the local school authorities in showing that compulsory education is in force.

Monthly average Attendance and Teacher-Pupil ratio

4.15 The monthly average attendance for the different schools covered in the study and the number of teachers that are admissible/sanctioned are shown in table below:

TABLE IV.6 : Reported Monthly Average Attendance from Monthly Returns of 24 schools.

Sl. No.	Panchayat Union School	Monthly average attendance during		Number of teachers		
		July 1973	Oct. 1973	Sanctioned.	Eligible for July.	Eligible for Oct.
1	2	3	4	5	6	7
<u>Acharapakkam</u>						
	1. Perumbairkandigai	178	166	9	9	8
	2. Kadamalaiputhur	114	120	5	5	6
	3. Minnal Kilminnal	35	33	2	2	2
	4. Kilathivakkam	125	122	4	6	6
	5. Minnal Chithamur	76	79	4	4	4
	6. Gandhi Nagar	118	121	5	6	6
<u>Kattankolathur</u>						
	7. Kalvoy	97	87	5	5	4
	8. Ozhalur	33	34	2	2	2
	9. Perumathanallur	53	59	2	2	3
	10. Irungundrampalli	49	46	2	2	2
	11. Melkalvoy	37	33	1	2	2
	12. Kannivakkam	48	53	2	2	2
<u>Chengam</u>						
	13. Thalaisyuthu	133	104	5	6	5
	14. Arathavodi	121	108	4	5	5
	15. Pinjur	122	121	4	6	6
	16. Paramanandal	238	179	12	9	9
	17. Kottavur	109	121	4	5	6
	18. Kuppanatham	138	133	9	7	6
<u>Katpadi</u>						
	19. Unnamalaisamudram	52	47	2	2	2
	20. Kilmothur	81	82	2	4	4
	21. Karigeri	128	133	5	6	6
	22. Senur	64	72	3	3	3
	23. Kalinjur	380	327	8	14	14
	24. Vatharanthangal	262	233	12	13	11
Total				113	127	124

4.16 The table shows that out of 24 schools covered by the sample, 7 schools have teachers according to the norms prescribed and all others have had deviation. In the case of 12 schools there is a deficit and in 5 schools there is a surplus. While deficiency goes upto six teachers, the surplus recorded is 3.

4.17 This is the picture that emerges, if the position of monthly attendance recorded is accepted as true. And this picture shows over staffing to be negligible. A random check made by the study team in the case of 24 schools by questioning the pupils however raises a question about the reliability of the reported attendance.

4.18 The following table which shows the average attendance in the month of July 1973 (which is the month for fixing the admissibility of teachers for the school) as compared to the actual attendance at the time of the visit of the study team.

TABLE IV.7 : Attendance at the time of visit by the study team.

Sl. No.	School	Average attendance in July '73	Actual strength of staff	Actual attendance on the date of visit	Strength of staff supported by col.5	Staff rendered surplus/deficit
1	2	3	4	5	6	7
1.	Perumbairkandigai	178	9	146	7	+ 2
2.	Kadamalaiputhur	114	5	120	6	- 1
3.	Minnal Kilminnal	35	2	26	2	--
4.	Kilathivakkam	125	4	87	4	--
5.	Minnalchithamur	76	4	39	2	+ 2
6.	Gandhinagar	118	5	90	4	+ 1
7.	Kalvoy	97	5	84	4	+ 1
8.	Ozhalur	33	2	33	1	+ 1
9.	Perumathanallur	53	2	45	2	--
10.	Irungundrampalli	49	2	48	2	--
11.	Meikalvoy	37	1	33	2	- 1
12.	Kannivakkam	48	2	44	2	--
13.	Thalaiyuthu	133	5	72	3	+ 2
14.	Arathavodi	121	4	102	5	- 1
15.	Pinjur	122	4	59	3	+ 1
16.	Paramananda	238	12	182	9	+ 3

TABLE IV.7 (Contd.)

Sl. No.	School	Average attendance in July '73	Actual strength of staff	Actual attendance on the date of visit	Strength of staff supported by col.5	Staff rendered surplus/deficit
1	2	3	4	5	6	7
17.	Kottavur	109	4	82	4	--
18.	Kuppanatham	138	9	117	6	+ 3
19.	Unnamalaisamudram	52	2	36	2	--
20.	Kilmothur	81	2	65	3	- 1
21.	Karigeri	128	5	115	6	- 1
22.	Senur	64	3	62	3	--
23.	Kalinjur	380	8	231	10	- 2
24.	Vantharanthangal	262	12	244	12	--
Total			113		104	+ 9

4.19 It may be seen that when comparing the reported average attendance with the actual attendance, the actual attendance is lower in most of the schools. In certain schools the actual attendance is as low as 50 percent of the reported average attendance. On this basis, the staff rendered surplus is 9 in respect of the 24 schools spread over the 4 sample blocks which works out to 8 percent over the required staff strength.

Other findings

4.20 G.O. Ms. No.250 stipulates the minimum average attendance for the continuance of any primary school shall be 20 and that no grant shall be calculated in a month for any teacher in a school if the average total attendance for the month is less than 20 pupils. The following schools are allowed to continue contrary to the instructions circulated in the G.O.

TABLE IV.8 : Schools contravening of G.O. Ms. No.250.

Sl. No.	Name of the School	Average attendance for October 1973	No. of teachers working
1	2	3	4
1.	Baburayanpettai	9	1
2.	Vadukkuputhur	9	1
3.	Mettunamalai	19	1
4.	Anandavadai	9	1

4.21 Even within a Union, the teachers are not judiciously distributed as can be seen from the following table:

TABLE IV.9 : Distribution of teachers

Sl. No.	Name of school	No. of teachers working.	No. of teachers admissible	Excess or deficiency
1	2	3	4	5
<u>Acharapakkam Panchayat Union</u>				
1.	Mathor	9	6	+ 3
2.	Nedungal	7	4	+ 3
3.	Keelamur	7	5	+ 2
4.	Baburayanpettai Colony	1	2	- 1
5.	Anaikunnam	1	3	- 2
6.	Porgal	3	5	- 2
<u>Chengam Panchayat Union</u>				
7.	Paramanandal	12	9	+ 3
8.	Kuppanatham	9	7	+ 2
9.	Anwarebad	2	5	- 3
10.	Mepaturai	2	4	- 2

4.22 In G.O. Ms. No.251, Education, dated 29th June 1964, powers are given to the Director of Public Instruction in regard to opening of new schools as well as the allotment of additional teachers both in Panchayat Union areas and non-Panchayat Union

areas. In pursuance of this order the annual budgetary and plan provisions for elementary Education is placed at the disposal of the Director and he is to allot the required provision to the District Educational Officers. In para 4 of the G.O. Ms.No.1965, modifying G.O. Ms.No.251, powers have been given to Panchayat Union Councils to open new schools without consulting the Education Department as follows :

*The Government direct that the Panchayat Union Councils be empowered to open new elementary schools without consulting the Education Department subject to the fulfilment of the conditions that the population of the area is not less than 300 and that there is no elementary school within a radius of one mile. The Panchayat Union Councils should, however, obtain recognition for the schools newly opened within three months from the date of opening of the schools. In all other cases, the Panchayat Union Councils should consult the Director of Secondary Education before opening new schools".

The power conferred on Panchayat Union Councils lays down two conditions for opening of schools. The norm mentioned in the third condition namely, the minimum number of pupils, 20 in a school for the entitlement of a teacher was not stipulated. This however coupled with treating the entire Panchayat Union as a unit for allotment of teachers has led to the opening of schools well below the minimum student strength as noted earlier.

School Accommodation as a limiting factor

4.23 There is also the question of the relation of the number of teachers posts not only to the number of students in attendance but also to the number for whom there is actual accommodation in the school.

It may be seen from the following table that the number of teachers actually required with reference to the accommodation available in a school may be less than the number of teachers required as per the new ratio :

TABLE IV.10 : Average attendance and number of effective school places available (July 1974)

School	Average attendance of the school.	No. of effective school places available.	No. of school places deficient	Total no. of teachers eligible as per G.O. Ms. No.250, Edn., dated 29-2-1974.	Total no. of teachers employed.
1	2	3	4	5	6
A	549	200	349	18	14
B	309	115	194	11	7
C	439	191	248	15	12
D	504	228	276	17	13
E	445	204	241	15	9
F	1161	534	627	33	24
G	292	227	65	11	7

4.24 The above examples are actual cases of schools being entitled to a certain number of teachers on the basis of the established teacher-pupil ratio but who should be sanctioned a smaller number on the basis of actual accommodation available.

Recommendation 12.

4.25 In light of the above analysis concerning the general problems of establishing a reasonable teacher-pupil ratio and the specific problems faced in this State in applying any such norm, it is recommended that:

(a) the teacher-pupil ratios recommended in the Perspective Plan for Tamil Nadu (1972-84) be adopted namely,

Lower Elementary	1	:	37
Upper Elementary	1	:	33
Secondary	1	:	32

(b) while as stated in Recommendation No.10 (1) in Chapter III no existing teachers appointment should be affected, the recommended ratios be applied effectively, rigorously and fully through

(i) translating these ratios into the slabs fixed in G.O. Ms. No.250 summarised in Table IV.5

- (ii) introducing the recommended ratio and a minimum strength of 20 as a third condition with regard to the powers given to the Panchayat Union Councils to open new elementary schools.
- (iii) using the average attendance in each school personally checked by the Deputy Inspector of schools as the basis for estimating its teacher entitlements
- (iv) additionally the number of teachers to be sanctioned for each school being based on the effective school places available in each institution and
- (v) the special treatment of schools in tribal areas in matter of the population requirement be continued.

(c) The number of excess teachers and retiring teachers in the Panchayat Union should be calculated by the District Educational Officer in July or October of each year beginning from October 1975.

- (i) Any excess teachers should be set off by the requirement of additional teachers resulting from additional enrolment of pupils in each school subject to school places being available in each school.
- (ii) If there is a surplus of teachers even after the adjustment, they should be set off against retirement vacancies arising at the end of academic year and vacancies caused by death, resignation, etc. This process should be continued every year until the surplus is liquidated.
- (iii) During the implementation of this recommendations, the surplus teachers will be identified specifically and will be shown as supernumerary teachers in all the accounts.
- (iv) Only after absorbing the surplus by this process, additional teachers required for each school because of additional enrolment may be released by the educational authorities.

CHAPTER V

EDUCATIONAL STATISTICAL REPORTING

Problem

5.1 The reliability of the reported educational statistics with regard to all aspects of the educational system--the libraries, equipment and materials inventory, building maintenance, teacher attendance and the number of students enrolled and in attendance require examination. In this study, attention is concentrated on the reliability of the results of the reporting system with regard to the number of students on roll and in actual attendance.

Present system of reporting

5.2 The present system of reporting requires the following two types of returns to be submitted by the heads of schools:

(1) Monthly return gives the details about number of students on roll, average attendance, and particulars regarding teachers. This return is the basis for assessing teaching grant to the aided schools and it is submitted to the Deputy Inspector of Schools by the heads of elementary schools. This return is recorded and filed in the Office of the Deputy Inspectors of Schools and is not forwarded to higher officers of the Education Department. This is prescribed only for elementary and higher elementary schools and not for high schools.

(2) Annual return gives details about number of students enrolled and teachers employed. This is the basis for compiling the annual educational statistics of the State. There are two annual returns prescribed as per the requirement of Central and State Governments. The first return contains information on enrolment and teachers as on first August whereas the second annual return contains apart from the details about enrolment and teachers, information on buildings, playgrounds age-wise composition of students, number of students according to medium of instruction etc. as on 31st March. These annual returns emanate from the heads of institutions of all types and management and are routed through proper channel and consolidated at every stage. The state level statistics consolidated by the Statistical Officer in the Directorate of School Education is used by the State and Union authorities to report absolute number and percentage of the age group of enrolment. There is no provision for furnishing average attendance of pupils in the annual returns.

5.3 The gaps in the reports emanating under this system has been referred to in the two previous chapters. In Chapter III (para 3.3) the wide margin between the average monthly attendance reported by the school head and the actual attendance on the occasion of surprise visits covering four educational ranges as a sample, ranged from 5 percent to 11 percent in Panchayat Union Schools. In Chapter IV (paras 4.15 to 4.17) the enrolment reported as well as the average monthly attendance figures by the school heads in order to claim a certain number of teachers and without regard to the question of actual and effective student places in the institution have been brought out by empirical evidence.

5.4 This state of affairs is further corroborated by the table below which shows the disparity as between the attendance as recorded by the schools and the actual attendance for a particular day (day of visit by the study team referred to in Chapter IV).

TABLE V-1: School Attendance reported and verified

Sl. No.	Panchayat Union School	Attendance marked on the date of study team's visit	Actual attendance after verification	False attendance
(1)	(2)	(3)	(4)	(5)
	<u>Acharapakkam</u>			
1	Perambair Kandigai	148	146	2
2	Milathivakkam	97	87	10
3	Minna l Chithamur	73	39	34
4	Gandhi Nagar	114	90	24
	<u>Chengam</u>			
5	Thalaiyuthu	106	72	34
6	Ara thavodi	118	102	16
7	Paramanandal	192	182	10
	<u>Katpadi</u>			
8	Kilmottur	68	65	3
9	Karigeri	126	115	11
10	Senur	66	62	4
11	Kalinjur	235	231	4

Source: Study Report of the Director of Evaluation and Applied Research.

5.5 It can be seen from the table that 34 pupils in certain schools (i.e., Minnal Chithamur and Thalaisyuthu) not present were shown as present. And it is not negligible in five other cases where it is 10 and above.

5.6 It may however be noted that there is little notable disparity between the monthly average attendance as recorded by the school and the attendance as recorded by the Deputy Inspectors of Schools visiting the schools periodically as it brought out by the table below:

TABLE V-2: School Attendance reported by the schools and Deputy Inspectors of Schools

Sl. No.	School	Average attendance in July 1973	Attendance at the time of Deputy Inspector's visit from June to October 1973		
			I Visit (4)	II Visit (5)	III Visit (6)
(1)	(2)	(3)			
1	Perumbair Kandigai	178	--	--	--
2	Kadamalai puthur	114	--	--	--
3	Minnal Kil Minnal	35	34	35	--
4	Kilathivakkam	125	114	122	122
5	M. Chithamur	76	--	--	--
6	Gandhi Nagar	118	104	106	--
7	Kalvoy	97	93	--	--
8	Ozhalur	33	30	--	34
9	Perumathanallur	59	48	--	--
10	Irungaundrapalli	49	50	49	52
11	Melkalvoy	37	--	--	--
12	Kannivakkam	48	54	--	--
13	Thalaisyuthu	133	114	--	--
14	Ara thavodi	121	108	--	--
15	Pinjur	122	114	98	--
16	Paramanandal	238	181	--	--
17	Kottavur	109	115	--	--
18	Kuppana tham	138	144	106	--
19	Unnamalaisamudram	52	56	42	37
20	Kilmottur	81	86	98	--
21	Karigeri	128	123	101	--
22	Senur	64	69	68	--
23	Kalinjur	380	277	315	368
24	Vandranthangal	262	260	--	--

Causes for gaps in reporting

5.7 The basic reasons for the gaps in reporting of the students (a) enrolled in the school and (b) attending the school every day are two.

5.8 As the number of teachers sanctioned for a school and/or the grant to the Panchayat Union or Aided school management is entirely depended upon the number of students attending the school, the tradition has developed to show the rolls and the number of students reported to be in daily attendance over those actually attending the school, in order to obtain approval for a large number of teachers and/or education grant. This has been pointed out by various reports and proceedings of the department of education.

5.9 The objective of free and compulsory education enshrined in our Constitution as a time bound objective acts as a pressure point at all levels.

5.10 There are also other long term issues connected with the model of the formal school system which we have continued unchanged from the independent days, which raise questions as to whether the objective of providing education for all can be attained under this model with its teacher-pupil ratios average monthly attendance and the fact that more children of school age (6-14) are outside of our schools than in them and this number is increasing.

5.11 There is also the question of using the teaching resources of the local community in both formal and non-formal learning at the 6-11 age level. Agricultural teaching can be done by a successful local farmer not necessarily by an Agricultural school graduate. Music can be learnt from a good local singer, not necessarily from a music master. So too sports and games and craft learning in fisheries, dairy, poultry, carpentry and leather work. In this case, the full time teacher will be more of an organiser of learning rather than a monopolist of teaching and the teacher-pupil ratio should reflect this reality.

5.12 Even within the present school programme, the next stage of reform will be the introduction of a multiple point entry system under which there will be no problem of drop outs or push outs and where those who leave school at any stage will be provided learning experiences, so that they can, if they so desire, re-enter the formal school at a point that they have qualified for. Under such a system of formal and non-formal education, there will be no need to compute the enrolment or monthly average attendance of students because every one in the age-group 6-11 to start with will be learning in school or out of school and the number of teachers needed for each village can be calculated by applying the teacher-pupil ratio to the entire age-group.

Recommendation 13

5.13 Until such time as the above reforms are effected and within the framework of the existing school system, to ensure more correct reporting, it is recommended that --

(a) the Deputy Inspector pay a surprise visit to each ranchayat Union School and count the number of students in attendance in each class and this be the basis for establishing the student attendance for that month to which the teacher-pupil ratio recommended in Chapter IV para 4.25 in sanctioning the number of teacher posts.

(b) the Deputy Inspector pay similar surprise visits on a sample basis to Government, municipal and aided management schools for checking the daily attendance and the monthly reports and arriving at the needed teachers.

(c) the educational range of a Deputy Inspector of Schools be reduced from the present one block or more to half a block and the number of Deputy Inspectors be doubled as a means of carrying out this responsibility of surprise visits and speedy decisions on the number of teachers to be approved based on the visits. This doubling can be effected without extra cost by bringing the Extension Officer (Education) in every block under the control of the Education Department as he is the only Extension Officer who does not come under the particular department while all Extension Officers are controlled by the relevant development departments.

(d) The surprise visits to schools and checking the correct facts not be left to the Deputy Inspector of Schools alone but also be made the concern and responsibility of the other educational officers at educational district and revenue district levels. The Director of School Education may prescribe certain fixed number of schools to be visited every month by the District Educational Officers and Chief Educational Officers and he may review their visit returns and inform the Government periodically.

(e) the annual returns submitted by school heads contain information on average monthly attendance so that the State and Union authorities can publish the figures on students attending schools rather than the figures and percentages of students enrolled. The emphasis also be more on retention than on mere enrolment.

CHAPTER VI
SCHOLARSHIPS

6.1 This chapter reviews the various, scholarship schemes administered by the Department of Education and Social Welfare.

National Scholarships Scheme

6.2 Under this scheme, the students merit and means is considered for the award (viz. First class or 60 per cent marks) provided his parental income does not exceed Rs.500 per mensem in respect of Degree course. For Post-graduate courses there is no ceiling on the income of parents. The students at the post matric stage including professional and diploma courses are eligible for this scholarship. Newly 700 scholarships are sanctioned every year, the rate of scholarship being

<u>Rate of Scholarship</u>	<u>Day Scholar</u>	<u>Resident Scholar</u>
P.U.C. and I year of the 3 year Degree Course	Rs.50.00 p.m.	Rs.60.00 p.m.
II and III year of degree course	Rs.75.00 p.m.	Rs.85.00 p.m.
Professional Courses First Degree, Diploma L.L.B./ B.Ed/B.Sc.(Agri) M.E.D./ L.I.N./B.V.S.C.	Rs.100.00 p.m.	Rs.110.00 p.m.

During 1973-74 a sum of Rs.20,48,980.00 was spent in this State under this scheme for 2,480 (fresh and renewal) scholarships. The entire cost of the scheme was borne by the Government of India until the year 1973-74. Due to the decentralisation of the scheme, the state financed during 1974-75. The question of continuing the Scheme from State Funds for a further period from 1975-76 is under consideration of the State Government.

National Scholarships for children of school teachers.

6.3 The children of pre-primary, primary and secondary school teachers who secure 60 per cent marks in the aggregate and whose parents' monthly income is Rs.500 and below are eligible for scholarships as specified below:

- | | |
|--|----------------|
| 1. I.A./I.S.C./P.U.C./P.U.C. and Ist Year of the 3 year degree course. | Rs. 50.00 p.m. |
| 2. 2nd and 3rd year of degree course | Rs. 75.00 p.m. |
| 3. M.A./M.Sc./M.Com. | Rs.100.00 p.m. |
| 4. Professional courses (I degree/ diploma or M.Ed.) | Rs.100.00 p.m. |

In 1973-74, 264 (fresh and renewal) scholarships were granted at a cost of Rs.1,75,375.00. Due to the decentralisation of the scheme, the State Government met expenditure from its own resources for the year 1974-75. The question of continuing the scheme from State funds is under consideration.

National Scholarships at secondary stage for talented children from rural areas.

6.4 Under the National scholarship scheme, VIII standard students in rural areas are eligible to compete for scholarships. Two of the best students are selected for the award from each of the 375 community development blocks in this State for students in standards IX, X and XI. The value of each scholarship is Rs.1,000 per annum in the case of hostellers and Rs.500 per annum for the dayscholars if the scholars are studying in selected schools. Scholarship at the rates of Rs.150 per annum are awarded to the students who are studying in schools of their own choice. During the year 1973-74, 1891 (fresh and renewal) scholarships were granted and a sum of Rs.15,18,962.00 was spent in this State. During the year 1974-75 the scheme was implemented from State Funds. The question of continuing the scheme is under consideration.

National Loan Scholarships.

6.5 The National Loan Scholarships scheme was instituted by the Government of India for the purpose of awarding interest free loan to meritorious students under indigent circumstances. Under the scheme the student should secure 50 per cent of the marks in the aggregate in the qualifying examination and the annual income of the parent of these students should not exceed Rs.6,000.00 per annum. The scholarship amount is repayable in 10 years commencing one year after the scholar begins to earn an income or the three years after the termination of the scholarship. During the year 1974-75, 1,492 fresh scholars were selected other than the renewal cases of scholarships. For the year 1975-76, the Government of India have allotted a sum of Rs.33 lakhs to State Government for implementing the scheme.

Residential Scholarship for study in approved Public Schools.

6.6 The Government of India have instituted the scheme of merit scholarship in residential schools for the student of the age group 9-12 as on 1st January of every year. The students whose parents' income is less than Rs.500.00 per mensem are eligible

for the award. The value of each scholarship is determined by the Government of India according to the income of the parents. The function of State Director of School Education is limited to conducting the tests and forwarding the eligible applications to Government of India. The Government of India have communicated their decision that the scheme should be continued during 1975-76 as done in the previous years.

National Scholarship for students from Non-Hindi speaking states for Post Matric Studies.

6.7 Under the above scheme, scholarships are awarded by the Government of India to students from non-Hindi speaking states for post-matric studies in Hindi. The candidates are selected by the Government of India which also decides the amount of the scholarship to each student. The function of the State Government under this scheme is limited to the collecting and forwarding eligible applications to Government of India.

State Merit Scholarship Scheme.

6.8 The scholarships are awarded by the Director of Collegiate Education on pupils whose parents or guardians income does not exceed Rs.3,000 00 per annum for pursuing post-matric studies. The Scholarships are granted only to the natives of Tamil Nadu or who are domiciled thereon and those who are studying in recognised institutions. The selection is made on the merit cum means of the students and the income of the parents respectively. The rate of scholarship is as follows:

P. U. C.	Rs. 15.00 per mensem
B.A./B.Sc.	Rs. 20.00 per mensem
M.A./M.Sc.	Rs. 24.00 per mensem

Scholarship tenable at the Rashtriya Indian Military College.

6.9 One scholarship of the annual value of Rs.1,000 is awarded by the Government to one of the boys who have secured admission in the Rashtriya Indian Military College Dehradun from this State.

Scholarship to Tamil speaking students of Indian origin domiciled in Finji, Malaysia and Mauritius.

6.10 Two Scholarships a year are awarded to the selected Tamil Students of the each of the above three countries. The rate of scholarship will be Rs.150 a month. The holder of the scholarships will be exempted from the payment of tuition fees, special fees etc.

Scholarship and Educational concession to children of political sufferers.

6.11 Children, adopted children and grand children by predeceased sons of political sufferers are eligible for educational concessions and scholarships as follows: (1) Scholarship in high school and non professional colleges (2) Full fee concession. The annual income of the parents or guardians of the applicants from all sources should not exceed Rs.3,600 per annum. An amount of Rs.32,000 were spent for this purpose till 1974-75.

Educational concession granted to the children of Burma and Ceylon Repatriates.

6.12 The concessions under the above scheme are available to the students whose parental income is less than Rs.250.00 per mensem. Day scholars staying with their families and attending Educational Institutions will be granted free ships where free education is not available. In addition, annual book grants are also given. The entire expenditure on this scheme is met by the Government of India. A sum of Rs.10,000 is spent in this State every year under this scheme.

Educational concession and Scholarships sanctioned to children and dependants of Defence Service Personnel.

6.13 At present, the children, adopted children, brothers and sisters of the Defence Service personnel belonging to all ranks who are either serving or missing or killed or incapacitated in action are exempted from payment of full tuition fees and all items of special fees in all grades of educational institutions including professional colleges, Matriculation and Anglo-Indian Schools. In addition to the above educational concessions, book allowances are also granted upto XI Standard. The entire expenditure on this scheme is met by the State Government. A sum of Rs.20,000 was spent in this State every year under this scheme.

Educational concession to children and dependants of Ex-servicemen.

6.14 The children and dependants of ex-servicemen whose monthly income does not exceed Rs.200 are granted book allowance in the prescribed rates from Standards I to XI. They are also exempted from payment of tuition fees in all classes upto and inclusive of XI Standard.

Scholarship tenable at Jawaharlal Nehru University, New Delhi.

6.15 A scholarship at the rate of Rs. 300 per mensem is awarded to one of the selected students studying in the above institution from the State.

Educational Concession to children of Government Servants dying in harness.

6.16 Remission of tuition fees beyond P.U.C. and of special fees is granted to the children of Government Servants dying in harness. Hostel fees may be paid in cases where there are no facilities in their native towns to continue their study. The above concessions are available till a degree is obtained.

Educational concession under 92 M.E.R.

6.17 Under the rule 92 of the Tamil Nadu Educational Rules fee concessions are granted for secondary, Collegiate, and Post-Matric Studies to the students belonging to scheduled castes, Scheduled Tribes and among the Backward Classes categorised as Most Backward classes and converts there from and backward classes are eligible for fee concessions. The students belonging to Scheduled Castes/Scheduled Tribes/Most Backward Classes/Denotified Tribes communities are granted full fee concession, subject to the income of the family. Backward Classes students are granted half fee concessions subject to the prescribed income of the family.

Scholarships to Physically Handicapped Students.

6.18 (a) Government of Tamilnadu Scheme:

The Government of Tamil Nadu have instituted a scheme of scholarships to the Physically Handicapped Students of the age group 16 to 30 who are studying post-matriculation courses in this State from 1969-70. As per G.O. Ms.No.1427, Education, dated 22nd September 1969 scholarships are awarded to the following categories of the physically handicapped students:

1. Orthopaedically handicapped.
2. The Blind.
3. The Deaf.

Every year, 112 scholarships, in total, are awarded including renewals under this scheme, to the value not exceeding Rs.74,000 p.a.

The rates of scholarships tenable for ten months for various courses under each category are as follows:

Name of the course	Name of the category		
	Orthopae- dical	Blind	Deaf
	Rs.	Rs.	Rs.
I. <u>Arts Courses</u>			
1. Pre-University course	530	600	400
2. I to III Year degree course	650	800	500
3. I to II Year post-graduate course	750	1,000	600
II. <u>Technical and Professional Course.</u>			
1. I Year	550	550	400
2. II Year	650	650	500
3. III Year	650	650	500
4. IV Year	750	750	600
5. V Year	750	750	600

A sum of Rs.3.47 lakhs has been spent till 1974-75.

A provision of Rs.73,000 has been made in the Budget for 1975-76.

(b) Government of India Scheme:

Government of India are also sanctioning scholarships to physically handicapped students studying in various courses. Applications are scrutinised at the Directorate of Collegiate Education and are transmitted to the Government of India through the State Government. Government of India select the students and inform them direct and also make payments to them direct through the heads of the institutions concerned.

State Collegiate Scholarship.

6.19 The Government of Tamil Nadu instituted the award of collegiate scholarships on the basis of results in the S.S.L.C. or its equivalent examination and degree examinations. The income limit of the parent of the scholar under this scheme has been fixed as Rs.3,000 per annum. Separate age limits have been fixed for different courses and different categories. In addition to

general awards certain number of special scholarships are also awarded. They are:

- (i) Special Scholarships for Muslims.
- (ii) Special Scholarships for Languages.
- (iii) Special Scholarships for Widows.
- (iv) Special oriental scholarships.
- (v) Special Queen Mary's College Scholarships
- (vi) Special Lady Willingdon Training College Scholarships

Recommendation 14.

6.20 In light of the above review it is recommended that

1. the State Government provide the annual resources amounting to about Rs.37 lakhs for financing the National Scholarship Scheme, the National Scholarship for children of school teachers and the National Scholarship for the secondary stage for talented children in rural areas.

2. the three scholarship schemes be converted into loan scholarships.

3. A scheme of merit scholarships be instituted comprising ten awards of Rs.50 per month each for those securing the first ten places in S.S.L.C. and second group of ten awards of Rs.75 per mensem for those securing the first ten places in the Pre-University Courses.

CHAPTER VII
SCHOOL AND COLLEGE BUILDINGS

Introduction

7.1 The School or College building is a basic and essential requirement for efficient teaching and improved education. It is also the basis for creating a proper educational environment. The need for proper facilities in elementary schools is noted in para 3.5 as a result of the surprise visits paid by the Committee to 5 schools on 27th March 1975.

Schools in Own and Rented Buildings.

7.2 The following table summarises the number of schools housed in own, rented, rent-free buildings:

TABLE VII.1 : Stagewise number of schools in own, rented or rent-free buildings and the percentage of schools in rented buildings (1970-71).

S1. No.	Level	No. of Schools	Own	Rented	Rent free	Percentage of schools housed in rented buildings.
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1	Elementary	26,073	18,986	4,834	2,253	18.53
2	Higher Elementary	5,886	4,884	737	265	12.52
3	High Schools	2,595	2,158	109	328	4.20
	Total	34,554	26,028	5,680	2,846	16.44

Source: Data collected by the Statistical Officer, Office of the Director of School Education, Madras-6.

7.3 18.53 percent of elementary schools, 16.44 per cent of higher elementary schools and 4.20 per cent of high schools are in rented buildings. That is, 6,000 schools are in rented buildings. Provision of own buildings will curtail the recurring expenditure on rent. The capital cost expended for the buildings could be made good by the rent payable over a few years and after the break-even period the amount of rent payable will be a saving to the Government.

Schools in Pucca and Thatched Buildings:

7.4 The following table summarises the number of schools housed in pucca and thatched buildings:

TABLE VII.2: Stage wise number and percentage of buildings in pucca and thatched buildings (1970-71).

Sl. No.	Level	No. of schools	Pucca	Thatched.	Percentage	
					Pucca	Thatched
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1.	Elementary	26,073	18,111	7,962	69.47	30.53
2.	Higher Elementary	5,886	5,005	889	85.04	14.97
3.	High Schools	2,595	2,294	301	88.39	11.61
Total		34,554	25,410	9,144	73.55	26.45

Source: Data collected by the Statistical Officer, Office of the Director of School Education, Madras.

7.5 11.61 percent of high schools, 14.97 percent of higher elementary schools and 30.53 percent of elementary schools do not have pucca buildings. That is, 9,000 (26.45 percent) schools need pucca buildings. The question of well thatched buildings versus pucca buildings needs careful review.

Panchayat Union Schools.

7.6 At the elementary level, the majority of the schools (70 percent) are under the management of Panchayat Unions who also have separate provision of Rs.75 lakhs per annum for this purpose under Community Development budget. The following table as on 1st August 1974 indicates the proportion of various managements with regard to elementary schools:

TABLE VII.3 : Managementwise number of elementary schools as on 1st August 1974.

Sl. No.	Level	No. of schools.	Percentage.
(1)	(2)	(3)	(4)
1.	Government	1,586	4.9
2.	Aided	7,106	21.8
3.	Unaided	8	—
4.	Municipal	1,431	14.4
5.	Panchayat Union	22,434	68.9
Total		32,565	100.0

7.7 As on 1st July 1973, there were 4,447 elementary schools and 377 higher elementary schools which required pucca buildings under the management of Panchayat Union Councils. The present rate of Government grant is Rs.10,000 to Rs.16,000 for elementary schools and Rs.15,000 to Rs.24,000 for higher elementary schools depending on the fiscal classification of the block. Buildings for 465 elementary schools and for 64 higher elementary schools can only be constructed with the available provision of Rs.75 lakhs per year. (1)

7.8 At this rate, 1,860 elementary schools, 256 higher elementary schools can be provided with pucca buildings from 1975-76 during the fifth plan.

7.9 2,587 elementary schools and 121 higher elementary schools under the management of Panchayat Unions will be left without pucca buildings at the end of Fifth Plan period. In fact the backlog will be more, since in the above calculations additional buildings required for schools which will be opened during Fifth Plan period have not been taken into consideration.

College Buildings.

7.10 A sum of Rs.4.3 crores had been spent for constructing 81 buildings for colleges during the Fourth Plan period. (2) The problem of inadequate accommodation for colleges is not so high as in the case of elementary schools. As far as colleges are concerned, there is need for increasing the use efficiency of all the buildings and equipments because, the cumulative amount locked up in capital cost of buildings and equipment is high.

Expenditure on school and college buildings during IV Plan period.

7.11 The following table shows the budget provision for school buildings during Fourth Plan period under various sources:

(Table VII.4 on next page)

(1) Note by the Director of Rural Development, Madras.

(2) Note by the Director of Collegiate Education,
Madras-6.

TABLE VII.4 : Budget provision for school buildings during
Fourth Plan period (1969-70 to 1973-74)

(Rupees in lakhs)

Sl. No.	Year.	NPU PU	Elementary Schools			Secondary Schools	Total
			Education Budget.	CDW Budget	Raffle		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1.	1969-70	NPU	4.76	23.68	—	40.00	92.76
		PU	24.32				
2.	1970-71	NPU	10.00	25.60	—	25.00	87.60
		PU	27.00				
3.	1971-72	NPU	15.80	18.30	—	35.00	103.40
		PU	34.30				
4.	1972-73	NPU	10.45	12.54	50.00	—	113.05
		PU	40.06				
5.	1973-74	NPU	11.45	92.27	50.00	15.00	168.72
		PU	—				
Total		..	178.14	172.39	100.00	115.00	565.53

Note: NPU - Non Panchayat Union area
PU - Panchayat Union area

Source: Notes on Education Demand for the corresponding periods.

7.12	Amount provided for School buildings during IV Plan period	..	Rs.5.7 crores
	Amount provided for College buildings during IV Plan period	..	Rs.4.3 crores
	Total	..	Rs.10 crores

Nearly Rs.10 crores had been spent on school and college buildings over five years. On an average of Rs.2 crores had been spent on school and college buildings per annum during IV Plan period.

7.13 The amount provided in the Budget estimates for 1974-75 and 1975-76 for school and college buildings are as follows:

TABLE VII.5 : Budget provision for school and College buildings (1975-76).

(Rupees in lakhs)

Sl. No. (1)	Department. (2)	Items in Performance Budget. (3)	Budget Estimate 1974-75. (4)	Revised Estimate 1974-75. (5)	Budget Estimate 1975-76. (6)
1.	School	(a) Total provision for all items.	9455.54	9876.95	10200.36
		(b) Buildings	37.67	41.55	42.06
		(c) Percentage of provision for building to total provision all items in school department.	0.42	0.42	0.41
2.	Collegiate	(a) Total provision for all items.	1202.80	1136.93	1142.21
		(b) Buildings (Government Colleges and hostels)	110.13	96.66	64.71
		(c) Percentage of provision for buildings to total provision for collegiate department.	9.15	8.50	5.67
3.	Total for School and Colletiage departments.	(a) Total provision for all items in both the departments.	10658.34	11013.88	11342.57
		(b) Total provision for buildings in both the departments.	147.80	138.21	106.77
		(c) Percentage of provision for buildings to total provision for all items in both the departments.	1.39	1.26	0.94

Source: Performance budget 1975-76.

7.14 From the above table the following inferences are drawn.

- (i) The percentage of expenditure on buildings to total provision for all items in the School Education Department (.42 to .41) remains steady during 1974-75 and 1975-76.
- (ii) The percentage of expenditure on buildings to total provision for all items in the Collegiate Department is comparatively high (9.15 to 5.67) and a decreasing trend is observed.
- (iii) The total percentage of expenditure on buildings to the total provision for all items in both the departments is varying from 1.39 to 0.94 and is also in a decreasing trend.

Recommendation 15.

7.15 In light of the above review of school and college buildings it is recommended that

1. The engineering wing of the Directorate of Technical Education be enlarged into a Research and Development unit for the department of education as a whole, to design and execute all building programmes for schools and colleges in addition to engineering institutions, removing these functions from the Public Works Department and Highways department and as the needs of Educational buildings are specific and requires the expertise of the educationists. the Research and Development Unit should be composed of equal number of engineers and educationists and can use the network of Union Engineers available in every Panchayat Union.

2. The Research and Development Unit use the results of the research on design of school and college buildings of the Central Buildings Research Insitute, Roorkee and the UNESCO school building unit, Bangkok and adapt them to the needs of the State.

3. The development of sound and scientific designs of thatched primary school buildings be a priority concern of the Research and Development Unit.

4. The standardisation and prefabrication of Elementary School buildings as a means of economy be investigated by the unit.

5. The fuller and more efficient use of existing and new buildings be ensured by arranging shifts wherever possible and necessary in Elementary and Secondary Schools and evening colleges in college buildings, non-formal education programmes in both school and college buildings,

The merging of uneconomic schools into economic units,

By arranging that well equipped and expensive laboratories and libraries are centrally situated to be used by multiple agencies instead of spreading thinly and inefficiently the available library and laboratory resources over every school and college.

CHAPTER VIII
EQUIPMENT AND OTHER FACILITIES.

Introduction:

8.1 The major items of facilities provided in educational institutions and discussed in this Chapter are:

- (a) Laboratory
- (b) Library
- (c) Health and Sanitary facilities
- (d) Audio-Visual equipment and teaching aids.

Budget provisions:

8.2 The following table summarises the total of plan and non-plan budget provisions on equipment, machinery tools, plants and other materials and percentages to the total expenditure of the respective departments for 1975-76.

TABLE VIII.1 : Budget provision for school and college equipment 1974-75 and 1975-76.

Sl. No.	Depart-ment.	Items in performance budget.	Budget Estimate 1974-75.	Revised Estimate 1974-75.	Budget Estimate 1975-76.
(1)	(2)	(3)	(4)	(5)	(6)
1.	School	(a) Total provision for all items (Rupees in lakhs)	9455.54	9876.95	10200.36
		(b) Provision for materials, equipment tools and plants (Rupees in lakhs)	20.85	16.14	8.76
		(c) Percentage of provision for equipment etc. to total provision for all items in school department.	.22	16	.08
2.	College.	(a) Total provision for all items. (Rupees in lakhs)	1202.80	1136.93	1142.21
		(b) Provision for materials, and equipment (Govt. colleges) (Rupees in lakhs)	41.98	57.50	60.85
		(c) Percentage of provision for equipment, etc. total provision for all items in College department.	3.49	5.06	5.33

Sl. No.	Department.	Items in performance budget.	Budget Estimate 1974-75.	Revised Estimate 1974-75.	Budget Estimate 1975-76.
(1)	(2)	(3)	(4)	(5)	(6)
3.	Total for School and Collegiate departments	(a) Total provision for all items in both the departments. (Rupees in lakhs)	10658.34	11013.88	11342.57
		(b) Total provision for equipments both the departments. (Rupees in lakhs)	62.83	73.64	69.61
		(c) Percentage of provision for equipments, etc. to total provision for all items in both the departments.	.5892	.6688	.6139

Source: Performance Budget for 1975-76.

8.3 It is seen from the Table that percentage of expenditure on facilities in school education is as low as .08. The percentage of expenditure on facilities is comparatively high in the Collegiate Education Department. The percentage is in decreasing trend in the School Education Department and in increasing trend in the Collegiate Education Department because of specialisation costs and the equipping of new colleges. This also explain the decreasing trend in school education department and the increasing one in collegiate department of the facilities percentages.

Laboratory facilities provided for improvement:

8.4 Elementary Education: There is actually no laboratory in elementary and middle schools (except in rare cases). With a view to improve the teaching of Science in elementary schools, grants for the purchasing of Science equipment are given at Rs.300 per elementary schools and Rs.1,000 per higher elementary schools. So far grants have been given to 12,720 elementary schools and 3,334 higher elementary schools. It is also proposed to give grants to 500 elementary schools and 200 higher elementary schools in 1975-76. The UNICEF supplied free of cost Science Kits to 1,550 elementary schools at a cost of Rs.3 lakhs and to 1800 higher elementary schools at a cost of Rs.20 lakhs.

Secondary Schools:

8.5 The following table summarises the management-wise percentage of secondary schools having buildings for laboratory and adequate equipment.

TABLE II - Percentage of Secondary Schools having building for Laboratory and adequate Equipment as on 31-12-1973.

Sl. No.	Management	Having building for laboratories	Having adequate equipment
(1)	(2)	(3)	(4)
1	Government	39.94	47.07
2	Local Board	72.51	66.40
3	Aided	66.64	68.25
4	Unaided (Recognised)	32.78	32.78
	In all managements (Total)	49.45	54.12

Source: State Survey Unit compilations

8.6 50.55 per cent of schools require buildings for laboratory and 45.88 per cent of schools do not have adequate equipment for science teaching. The percentage of schools having building for laboratory is lower for rural areas (35.63) than for urban area (65.46). The percentage of schools having adequate equipment is also lower for rural area (43.02) than for urban area (66.77). 867 high schools have so far been given Science laboratory grants under the Plan Schemes for improvement of some teaching Science in secondary schools. The rate of grant was Rs.40,000 till 1973-74 (Rs.25,000 for building and Rs.15,000 for Science equipment). This rate had been revised from the year 1974-75 to Rs.55,000 (Rs.38,000 for the construction of laboratory building and Rs.18,000 for purchase of Science equipment). The quantity of grant to be given to each aided or municipal high school is Rs.40,200. Out of this Rs.18,000 is given in the form of equipment purchased and supplied by the Director of School Education. The balance of Rs.22,200 is for Science Laboratory building and the building grant is given at 60 per cent of the net cost of building or Rs.22,200 whichever is less.

Mobile Science Laboratory Van:

8.7 Out of 2,800 high schools, nearly 1,200 schools do not have proper building. This being the case, many schools do not have the minimum facility for improved Science teaching. There are 25 Mobile Science Laboratory Vans to demonstrate experiments at the high schools in rural areas. Provision has been made for the purchase of five more vans during 1975-76.

Collegiate Department:

8.8 Government have provided a sum of Rs.4.00 lakhs for 1975-76 to strengthen laboratory facilities in Government Colleges in rural areas and in recently started colleges.

Library:

8.9 Elementary Education: Library is a vital facility in imparting qualitative education and hence a Scheme for establishment of libraries in elementary and higher elementary schools was started during the Third Five Year Plan period. Grants are given on a match basis for maintaining these libraries. Grants were given to 21,000 elementary schools and 6,500 higher elementary schools till 1969-70. The scheme was kept in abeyance during the years 1970-71 to 1973-74. A sum of Rs.1 lakh had been provided in 1974-75 budget for sanctioning the grant for 5,900 elementary schools and 975 higher elementary schools. For 1975-76 also, there is a budget provision of 1 lakh of rupees for this scheme.

Secondary Education:

8.10 In 1974-75, 684 high schools have been provided with library books worth Rs.500 each at a total cost of Rs.3.42 lakhs. Library books have been supplied to 2,472 high schools till 1974-75 and it is proposed to supply library books at a cost of Rs.85,000 to 85 additional schools during 1975-76.

Collegiate Education:

8.11 There is dearth of library facilities especially in colleges recently opened. The Government have sanctioned Rs.1 lakh for establishing text book libraries in Government colleges in 1974-75. These text books are useful as ready reference books to the students in those colleges. In addition the Government has started the book bank scheme in certain Government colleges.

Health and Sanitary facilities:

8.12 The major part of the health and sanitary facilities comes under the item buildings. There is need to improve these facilities in both elementary and secondary schools. Though there is provision in the Secondary School to collect Medical Examination Fees, several schools have not availed these. However the present trend to arrange Mobile Medical Vans is an encouraging sign. There are 7 mobile medical vans in School Education Department for the medical inspection of the pupils in the Revenue Districts of North Arcot, Madras, Trichy, Pudukottai, Salem, Dharmapuri, Coimbatore and Nilgiris.

Midday Meals through Central Kitchens.

8.13 There are 97 Central Kitchens functioning in the three districts of Chingleput, North Arcot and South Arcot. They are using 224 tempo vans gifted by CARE for distributing the meals. A maintenance workshop has been started at Vikravandi at a cost of Rs.15 lakhs. The distribution cost amounted to nearly one quarter of the total expenditure and the cost of establishment amounted to nearly another quarter of the total expenditure. The distribution costs increased due to vehicle break-down and hike in petrol prices. The amount spent on food items is only 43.7 per cent of the total expenditure excluding depreciation and it is 35.35 per cent of the total expenditure including depreciation.

audio-visual Education equipment and Teaching aids:

8.14 Elementary Education. In elementary schools there is little audio-visual education facility. There is scope for mass media, in disseminating upto date information to the pupils and teachers in elementary schools.

8.15 Secondary Education: During 1974-75 sanction was accorded for providing radio sets in 60 high schools and 35 mm projectors in 50 schools and for enriching the State Film Library at a cost of Rs.1.00 lakh. Educational T.V. is being introduced during 1975-76 in about 300 schools in Madras City and its neighbourhood. Its scope in the present context of revised syllabi in Mathematics and Science is high.

Recommendation 16:

8.16 In light of the above review on school facilities it is recommended that

(1) The schools be permitted to levy special fees to meet the expenditure on libraries and laboratories from VI standard onwards.

(2) A system of centralised purchase in order to ensure the benefits of economy of scale and proper sampling while at the same time avoiding delay in despatch and other wastes.

(3) A research unit on aids and equipment be developed in the State Institute of Education where educationists and technical experts will apply the principles of value engineering technique and innovate improvised low cost aids and equipment.

(4) A unit or units to produce educational equipment and aids within the frame work of industrial estates or TANSI in order to produce quality equipment at reasonable prices. This would also eliminate the high transport cost involved in the current import of equipment from Punjab.

(5) The State Institute of Science Education undertake an evaluative study of the cost and efficiency of the Mobile Science Laboratory Vans in relation to their aims and objectives.

(6) The more effective use of the school broadcasting programme particularly to rural area be assured through training of teachers in the use of radio programmes and their involvement in the rural radio forums.

(7) The Central Kitchens in the present form in the three districts of South Arcot, North Arcot and Chingleput be closed because of their high costs and poor infra structure and be replaced by the ordinary Midday Meals scheme as obtaining in other 12 districts. This will also augment the resources for education by saving on the capital and running costs of 224 vehicles.

CHAPTER IX

AUGMENTING SOURCES OF INCOME FOR EDUCATION

9.1 The sources of income for educational expenditure in Tamil Nadu are summarised in the table below:

TABLE IX-1: Sources of income for educational expenditure
(Rupees in crores)

Sl. No. (1)	Details (2)	Years				
		1955-56 (3)	1960-61 (4)	1965-66 (5)	1968-69 (6)	1973-74 (7)
1	State Government funds:					
	(a) Total amount	11.81	18.40	*34.89	*58.45	97.93 (28. Edn.- Budget Estimate)
	(b) Rate of growth	100	155.8	295.3	494.8	
	(c) Percentage of (a) to total income	57.4	58.0	58.6	70.1	
2	Panchayat Union/Municipal institutions:					
	(a) Total amount	2.54	3.91	15.52	12.54	Not available
	(b) Rate of growth	100	153.9	611.0	493.8	
	(c) Percentage of (a) to total income	12.3	12.3	26.1	15.0	
3	Fees:					
	(a) Total amount	3.94	4.11	4.67	6.45	Not available
	(b) Rate of growth	100	123.0	139.8	193.2	
	(c) Percentage of (a) to total income	16.3	13.0	7.8	7.7	
4	Other including Union and foreign grants:					
	(a) Total amount	2.88	5.30	4.45	6.01	Not available
	(b) Rate of growth	100	184.1	154.5	208.6	
	(c) Percentage of (a) to total income	14.0	16.7	7.5	7.2	
5	Total	20.57	31.72	59.53	83.45	A form to be compiled
Source:		Report on Public Instruction		A, form * Government funds	A, form	

9.2 It is seen from the above table that the percentage of Government expenditure is in an increasing trend and the percentage of Panchayat Union contribution and other fee income are decreasing. The heavy reliance on the State funds as the major source of income for education is in tune with the responsibility taken by the State to provide full and compulsory education upto age 14. The question that arises is whether the increasing heavy reliance on the State's contribution can continue or whether this effort should be supplemented by other sources of income.

9.3 The first such other source is the contribution made by the Panchayat Unions, Municipalities and City Corporations which has an uneven path but which on the whole is decreasing as seen in the Table IX-2. The table below summarises the contribution made by the Panchayat Union.

TABLE IX-2: Panchayat Union contribution on Education.

Sl. No. (1)	Details (2)	Years			
		1965-66 (3)	1968-69 (4)	1973-74 (5)	1974-75 (6)
		(Rupees in lakhs)			
1	Panchayat Union contribution (on Education) Total figure for all Panchayat Unions	303.00	358.00	372.00	392.91
2	Total expenditure on Panchayat Union Schools (Government share and Panchayat Union share put together)	1493.00	2274.00	3804.41	4029.88
3	Percentage of Panchayat Union contribution to expenditure on Panchayat Union school	20.29	15.74	9.78	9.75
4	Total Panchayat Union budget	2229.47	2959.63	4721.35	5192.71
5	Percentage of Education expenditure to total budget on the Panchayat Unions	13.58	12.10	7.88	7.57

Source: Note from the Directorate of Rural Development.

9.4 The information on Panchayat Union contribution raises the question as to what should be the future policy on these contributions. On the basis of Budget Estimate for 1975-76, it is seen that Elementary Education expenditure in Panchayat Unions will be of the order of Rs.4,752.51 lakhs Category-wise details are as follows:

TABLE IX-3: Elementary Education Expenditure in Panchayat Unions

Category	No. of blocks	Percentage to total	Total expenditure	Percentage to total expenditure	Government share	Percentage to total expenditure	Panchayat Union Share	Percentage to total expenditure	Average percentage per block (9÷2)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
			(lakhs)		(lakhs)		(lakhs)		
I	52	14	680	14	517	12	163	29	0.56
II	24	7	332	7	272	7	60	10	0.42
III	88	24	1,140	24	999	24	141	25	0.30
IV	149	41	1,909	40	1,739	42	170	30	0.20
V	28	8	332	7½	312	7	20	4	0.14
VI	23	6	339	7½	329	8	10	2	0.09
	364		4,732		4,168		564		

Source: Note by Director of Rural Development.

9.5 A study of the above details indicates that the percentage of the number of Blocks in each category in relation to the total number of Blocks is proportionate to the expenditure in each category compared to the total expenditure for all blocks. A similar analysis has been made about the percentage of Government share and Panchayat Union share to total expenditure under each item. It may be seen that by and large the expenditure pattern is proportionate to the number of Blocks in each category.

9.6 In the present pattern, elementary education expenditure is met as follows. A sum of Rs.6 per capita constitute the first slab of Government share. The balance of education expenditure after deducting this slab is shared between the Government and Panchayat Unions as follows:

TABLE IX.4 Government and Panchayat Union Shares.

Category	Government share	Panchayat Union share
I	60	40
II	70	30
III	80	20
IV	85	15
V	90	10
VI	95	5

9.7 With a view to evolve a simplified and economical procedure it is recommended that the Government contribution to Panchayat Unions be contained at the present levels and if possible reduced on the basis of the following conditions:

- a. A specific additional surcharge solely for educational purposes to be operated under a separate account may be proposed for meeting the education expenditure,
- b. A ceiling on percapita expenditure for education may be fixed at Rs.18.
- c. Redistribution of Government grant among the six categories of Panchayat Unions taking into consideration the early recommendation on the resources raised by Unions.

9.8 In the case of Municipalities, as at present, they should be classified on the basis of their annual budget, and a graduated grant-in-aid scheme should be introduced involving a higher grant to poor municipalities and a lower one to rich ones.

9.9 For all grants to Corporation, Municipalities and Panchayat Unions, the principle of equalisation should be adopted, as recommended by the Education Commission.

9.10 It is recommended that the present practice of Government taking over sick municipal and corporation schools be stopped and that their bodies be required to raise additional funds and to run the schools at normal levels of efficiency as certified by the Department of School Education.

9.11 Fees: Fees are charged in schools and colleges for several purposes: (i) as admission fees in all secondary schools and colleges, (ii) to cover costs of the school in pre-primary, matriculation and central schools and colleges, (iii) to cover costs of examination and (iv) to provide resource for sports, library, laboratories, medical care, audio visual aids, etc.

9.12 The following table summarises the rates of fees per student collected for various purposes and cost per student at different levels:

TABLE IX.5: Comparative statement of fees and cost per student

S. No.	Level	Rates of fees collected per student			Cost per Student
		Admission	Special	Tuition	
(1)	(2)	(3)	(4)	(5)	(6)
1	Elementary	-	-	-	61.
2	Upper Elementary (in VI to VIII Standards in Secondary Schools)				
	Boys	0.50	10.50	-	111.
	Girls	0.50	9.50	-	
3	Secondary				
	Boys	0.50	16.00	-	244.
	Girls	0.50	15.00	-	
4	P.U.C.				
	Arts	2.00	24.00	-	380.
	Science	2.00	50.00	-	500.
5	Graduates				
	Arts	2.00	24 to 31	61 to 130	410.
	Science	2.00	43 to 52	61 to 135	600.
6	Post-Graduates				
	Arts	2.00	31.00	250.00	775.
	Science	2.00	56.00	250.00	1120.

NOTE.-- (1) Rates of college fees vary from institution to institution.

(2) Cost per student shown as in Note on Demand 17. Education, 1974-75.

9.13 For the Fifth and Sixth Plan, it is necessary to slow down the rate of increase of Government expenditure on education, so that more resources are available for the other development sectors Agriculture, Small Industry, Power, Health and Nutrition, so that Education need not be a constraint on development.

9.14 There are several ways of increasing the fee income of schools and colleges and decrease the Government expenditure. At the school level, a certain number of schools, the 100 as recommended by the State Planning Commission could be made fee-based or fees could be charged in all schools for children whose parents earn above Rs.1,000 per mensem. In either case the fee income would be Rs.2 crores and the Government grant in aid expenditure can be reduced by that amount.

9.15 At the college level, fees should be charged for the P.U.C. and its successor the 2 year Higher Secondary course with suitable scholarships for the qualified and needy students.

9.16 Fees should be charged in training colleges and training schools. This would yield a revenue of Rs.1.15 crores per annum and to that extent decrease the Government expenditure.

9.17 S.S.L.C. Examination fees: It is estimated now that the cost per candidate for the S.S.L.C. Examination works out as follows:

1. Cost of stationery—answer books numbering more than eight—the cost of each book being roughly Re.0.75 p. per book (8 x 0.75 p)	Rs. 6.00
2. Expenditure towards the service postage, supervisory staff, confidential covers and other stationeries, T.A. to the Supervisors, Examiners, etc., cooly wages and other miscellaneous expenditure—roughly in an average of Rs.2 is spent towards each candidate.	Rs. 2.00
3. Cost of Computerisation, mark sheet forms, hall tickets, expenditure on tabulation work, etc.—Average cost comes to Rs. 3 per candidate	Rs. 3.00
4. Remuneration to Examiners for valuation of scripts at the rate of Re.1 per paper—each candidate writes Tamil 2 papers, English 2 papers, other non-language subjects 4 papers (8 x Re.1)	Rs. 8.00
5. Other miscellaneous expenditure incurred in the conduct of the examination including service postage stamps, extra cooly wages, printing of confidential covers, printing of question papers, establishment charges, etc.—Average Rs.3 per candidate.	Rs. 3.00
Total ..	Rs. 22.00

9.18 When this is the case we are charging only Rs.15 per candidate and this rate was fixed in the year 1933 and continues to be the same for over 40 years. It is learnt that the Harijan Welfare Department reimburses this fees to the harijan candidates.

There is a case for raising the fees at least to meet the costs.

The total expenditure on this examination is Rs.60 lakhs against a revenue of Rs.34 lakhs.

9.19 The fees charged by other States (1970 figures) are given below for comparison.

TABLE IX.6. Fees charged by other Boards of Secondary Education in India (1970 figures)

S.No. (1)	Name of State (2)	Regular candidate (3)	Private candidate (4)
		Rs.	Rs.
1	Jammu and Kashmir	25	29
2	Orissa	20	25
3	Gujarat	20	20+15 (enrolment fees)
4	Assam	20+2 for marks memo.+4 for centre fees.	20
5	Uttar Pradesh	20	25
6	Rajasthan	25	30
7	Mysore	25	--
8	Madhya Pradesh	20	25
9	Maharashtra	20	20+5 for application form and Rs.10 for enrolment.
10	Kerala	(Examination fees recently abolished)	
11	Andhra Pradesh	20	--

9.20 Education Cess: In view of the rapid development of manufacturing industry in the State with the trained personnel provided by the educational, particularly technical education, institutions, whose cost is borne by the Government a cess on industry was proposed by the State Planning Commission. Rs.10,000 per annum on 755 large factories and Rs.1,000 per annum on 10,943 small industries yielding as annual income of Rs. 3 crores.

Recommendation 17.

9.21 In order to augment the sources of income for education, it is recommended that

- (i) the State Government contributions to Panchayat Unions be contained at the present level and if possible reduced following the approach outlined in para 9.7.

- (ii) a system of 100 fee-based schools be established and delinked from the grant system as suggested in the State Perspective Plan.
 - (iii) fees now being levied by colleges at the under-graduate and postgraduate levels be increased by 50 per cent and for the P.U.C. and its successor 2 year Higher Secondary Course fees be levied with suitable scholarships for qualified and needy students.
 - (iv) fees be levied for training college and training school students.
 - (v) the S.S.L.C. examination fees be raised to Rs.25 for regular and Rs.30 for private candidates and be split into regular examination fee and charge of certificate. Similar revision should be made for all other examinations fees to cover examination costs.
 - (vi) An education cess on industry at the rate of Rs.10,000 per annum for large industries. Rs.1,000 per annum for small industries plus a similar levy on large agricultural plantation and farms to bring in an annual income of Rs.3 crores.
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CHAPTER X
QUALITATIVE IMPROVEMENT

10.1 The foregoing review has indicated the possibilities of economics in current educational expenditures and means of augmenting the income base of the system on the one hand and the existence of several gaps in the educational system in the state on the other. Following the recommendations of the Perspective Plan for Tamil Nadu (1972-84), a programme for redeploying some of the resources that may be liberated or may additionally accrue to meet the qualitative needs and close the gaps of the educational system is proposed in this chapter.

Project No.1 In-service Education of Teachers

10.2 The new 10 year school with its multiple entry and exit points which is to come into operation in the State from 1977-78 calls for a programme of retraining and continuous in-service training of all the 1.79 lakhs primary school teachers and 0.69 lakhs secondary school teachers. The State Institute of Education should be made responsible for this programme and provided with an annual budget of Rs.10 lakhs from the profits of the Text Books Society for

(a) Intensive in-service courses for all secondary school teachers for a fortnight during the December holidays in Teacher Training Colleges, Arts and Science Colleges, Polytechnics and the Tamil Nadu Agricultural Universities, and

(b) One week end refresher training by the retrained secondary school teachers in their secondary schools or neighbouring colleges of the primary school teachers in their area.

10.3 The aim should be to provide this training experience to every teacher once in two years.

Cost: Rs.10 lakhs per annum.

Project No.2: Improvement of School Environment not including Building

10.4 Primary school students and N.S.S. Corps personnel should be used during 2 weeks of the summer holidays of every year to improve the physical environment of every primary school in the State, such as clearing the front and the backyard of shrubs and wastes, raising the ground level to allow for proper drainage during rains, constructing drinking water and sanitary facilities, improving the school floor

on which pupils sit, erecting partitions between sections and classes and making the school appearance more colourful and attractive. The extent to which the local Parent-Teacher Association can participate in this should also be explored. N.S.S. will cover its own participation costs and, all that is needed is to provide a small sum to provide the primary school students with midday meals during the working fortnight and the costs of some school furniture and class room equipment. The local Parent Teacher Association can contribute towards this cost. The Directorate of School Education should have a unit to liaise with N.S.S. and supervise this programme.

Cost: Rs. 5 lakhs per annum.

Project No.3: Non-formal Education for School drop-outs and non-attenders.

10.5 The most urgent measure to universalise education and to avoid adding to the State's illiterate majority is:

(a) to devise local syllabi for learning in every area and
 (b) to organise evening or early morning classes on that syllabi for all pupils who have dropped out of school or who have never enrolled in school so that all children in the State are

(i) assured the equivalence of at least 4 years primary schooling and are equipped with the basic computational and communicational skills and

(ii) provided with requisite upper elementary or secondary education while at work or otherwise engaged, for those who desire it. To start with, this involves organising in each panchayat union a group, consisting of the teacher training school staff, the Deputy Inspector and a few primary and secondary school teachers to be set up by the District Educational Officer and the State Institute of Education for drafting the non-formal education primary curriculum and syllabus (which should be roneoed and not printed) Second, identifying the schools where the dropouts exceed 50 per cent by the end of Standard IV and choosing one of its teachers who should be given a special 14 day orientation by the State Institute of Education and the Tamil Nadu Board of Continuing Education to organise with the help of other teachers, working or retired local unemployed S.S.L.Cs, progressive farmers, local artisans, musicians, etc., classes for the drop outs and non-attenders at time and places

most convenient to the pupils. The costs of this programme will comprise:

- (a) Organising a Non-formal education division in the Directorate of School Education - Rs.50,000 per annum.
- (b) Providing each year for 375 curriculum and syllabus panchayat union groups to develop the initial study programme, doneo the materials and evaluate and review them annually - Rs.3 lakhs per annum.
- (c) Running the non-formal classes - the full time teacher cost will be met by redeployment of existing and future surplus, supernumerary and unemployed teachers. The training of the teacher organiser, the small honoraria for part-time teachers (S.S.L.Cs., farmers etc.) and some provision for refreshment will be the additional cost element. If there are 10 such classes in each panchayat union the cost will be Rs.30 lakhs.
- (d) Similar programmes for post primary learners, must be provided at a second stage and with the resources available for high school as recommended in the perspective plan.
- (e) Non-formal education at University level should be provided by University.

For the non-formal (primary) education programme the cost will be Rs.33.5 lakhs annually.

Cost Rs.33.5 lakhs per annum.

Project No.4 Work experience

10.6 Unlike non-formal education which is grounded in the daily work of the students, in the new 10 year school, work experience has to be built in. This will require

- (a) developing a multiple entry/exit school system so that there is a close and continuing link between the world of learning and world of work.
- (b) using various rural and urban every day work realistics to build part of the curriculum around such work as some part of agriculture or fishing or animal husbandry or poultry farming school sanitation and hygiene or mechanical or electrical or electronic production. One question raised is whether such work experience should result in marketable products. The answer is in the affirmative and this should be one of simple tests of the work-experience curriculum. Such work experience should be part of the normal learning process of one or more items of the 10 year curriculum in language, mathematics, general science or social studies and not a separate subject called work experience. The framing of the work experience curriculum will require special training of staff. For the State as a whole the programme should be directed by the State Institute of Education which should have a section responsible for this programme trained by NCERT. In turn the State Institute must organise programmes in each block for both designing the work experience curriculum and training selected teachers as well as non-teachers such as

progressive farmers, rural artisans and craftsmen for the locality in running the programme

The costs of this programme will include the curriculum designing and training costs which will be an annual Rs. 3 lakhs and equipping the schools with the needed simple equipment and materials for work experience which call for an annual provision of Rs 50 lakhs.

Cost Rs.53 lakhs per annum.

Project No.5: Functional Literacy of adults

10.7 A major constraint to growth as well as universalising education in the illiteracy of some 60 per cent of the parent in the State. The perspective plan calls for the setting up of 40,000 literacy centres in the State, each centre giving two courses a year of four month's duration around a curriculum centering around a 600-700 words list established for each locality. After discharging the primary task of making the people literate, the centres should continue as permanent centres of continuing education, cultural participation and civic consciousness. This programme calls for the following actions:

(a) the setting up of a Division of Non-formal education as recommended earlier, leading eventually to its becoming a full-fledged directorate to design and execute this and other growing non-formal education programmes.

(b) selecting 40,000 literacy centres;

(c) entrusting the compilation of the words list to a local teacher training school, or college staff, or a school teacher or other qualified local person and the reneeing of each local text.

(d) short training courses at block headquarters organised by the State Institute of Education for the 40,000 literacy teachers and

(e) an honorarium for the teachers and follow up costs of continuing education. The perspective plan computes the costs as follows:

	<u>Cost</u>
Fifth Plan	Rs.70 lakhs per annum
Sixth Plan	Rs. 60 lakhs per annum.

Project No.6. Vocationalisation of the Higher Secondary Stage:

10.8 The two year Higher Secondary Course to be introduced from 1978-79 calls for a number of initiatives in research and training. Among the research and training imperatives are:

(a) In what ways can be objectives of guiding at least 50 per cent of the students who pass the 10th Standard examination to enter employment preparation education be attained. In some schools there

might be educational guidance counsellors, in all schools the teachers in the 9th and 10th Standards should be trained to guide the students in their choices, and in the higher secondary schools there should be simple tests to canalise the students to such vocational stream. This programme should be planned and executed by the restructured State Council of Education.

(b) There is need for both continuous research and training of teachers at the Higher Secondary level engaged in the vocational stream subjects of agriculture, industry, trade, commerce, public services, education and domestic science. These courses will have to be related to each locality's potentialities for employment and requirements, and should be organised as--

- (i) full-time courses including practical training and general education
- (ii) part-time courses in which the emphasis is on general education
- (iii) a sandwich system and
- (iv) a block release system. Once the higher secondary stage has been launched as it must in the most practical way possible there will have to be research on these diversified alternatives, review of the vocational streams and training of teachers - both full time and part-time - for the courses. This too will have to be done by the State Institute.

(c) An imperative in the Higher Secondary Programme is interchangeability not only between academic and vocational streams, but also within the vocational courses for the student. This is probably the most difficult task and must be ensured from the start. Here equivalences of the courses will have to be worked out in order to allow for such interchangeability and some means through the training of teachers of advising and guiding students who wish to change.

(d) In order to reduce the costs of this new programme, vocational streams should first be started where there are vocational institutions, polytechnics, technical high schools, IITs., agricultural stations and schools and some industrial and agricultural training programmes. In places where there are no such institutions, to start with, one school in every 2 or 3 blocks may be equipped for vocational courses every 2 years until all schools are gradually equipped over a 10 year period and

(s) finally there is the problem of text books for the courses which must be planned and produced.

An annual cost of Rs.1 crore for the rest of the fifth plan period will be needed for the above purpose.

Cost: Rs.1 crore per annum.

Project No.7: State Council of Educational Research and Training:

10.9 Except in Project No.2 improvement of school environment, every project listed in this chapter depends for its design or execution on the curriculum, or training activities on the State Institute of Education, which in its present State, cannot discharge any of these responsibilities. As envisaged in the Perspective Plan, the equalitative improvement of education requires that the State Institute be reorganised and developed into a State Council of Educational Research and Training to function jointly with the projected University of Madras, Departments of Education and Continuing Education to provide the intellectual infrastructure for the expansion and improvement of the State's formal and nonformal education systems. The most urgent tasks to be undertaken by the State Council and the University are:

- (a) Continuing research on the 10 year curriculum for the formal school (the State Council)
- (b) designing the curriculum guidelines for non-formal education on various levels (University Department with the State Council)
- (c) research on learning abilities and attitudes of different age group in order to move towards a formal and nonformal system which will be effective and economical and adapted to the objectives of the State and National Plans and the conditions in the country (University Departments with the State Council)
- (d) research and designing of the two year formal and non-formal curriculum after the ten year school (State Council)
- (e) research on functional literacy curricula, methods and materials for adults (University departments)
- (f) examination reform (State Council)
- (g) research on teacher education, teaching techniques and learning methods, including radio and T.V. education for formal and nonformal education (University departments with the State Council)
- (h) research into all forms of educational administration (University departments) and

i. Organising and supervising all the training, and inservice training programmes for class room teachers, non-formal education instructors, non professional part time instructors, functional literacy teachers, work experience instructors etc. (State Council).

The Perspective Plan envisaged a 7 division State Council under a separate Directorate responsible to the Secretary of Education.

The cost of the Council is computed at Rs.50 lakhs capital and Rs.50 lakhs recurring per annum. This could be further phased over 3 plan periods involving Rs.20 lakhs for capital and Rs.20 lakhs for recurring costs per annum.

	<u>Cost.</u>
Fifth Plan	Rs. 1 crore per annum
Sixth Plan	Rs.40 lakhs per annum

Recommendation 18

10.10 To promote qualitative improvement, within the frame of recommendation, 7, it is recommended that priority be given for the following schemes in the Fifth and Sixth Plan.

- (i) Inservice education of teachers, cost Rs.10 lakh per annum.
- (ii) Improvement of School environment, cost Rs.10 lacs per annum.
- (iii) Non-formal Education for school dropouts and non attenders, cost Rs.33.5 lakhs per annum.
- (iv) Work experience, cost Rs.53 lakhs per annum.
- (v) Functional Literacy to adults, cost Rs.70 lakhs per annum during Fifth Plan period and Rs.60 lakhs per annum during Sixth Plan period.
- (vi) Vocationalisation of Higher Secondary, cost Rs.1 crore per annum.
- (vii) State Council of Education Research and Training cost Rs.1 crore per annum during Fifth Plan period and Rs.40 lakhs per annum during Sixth Plan period.

Resources necessary for implementing the above programmes should be found by effecting economies augmenting sources of income recommended earlier in the report.

CHAPTER XI

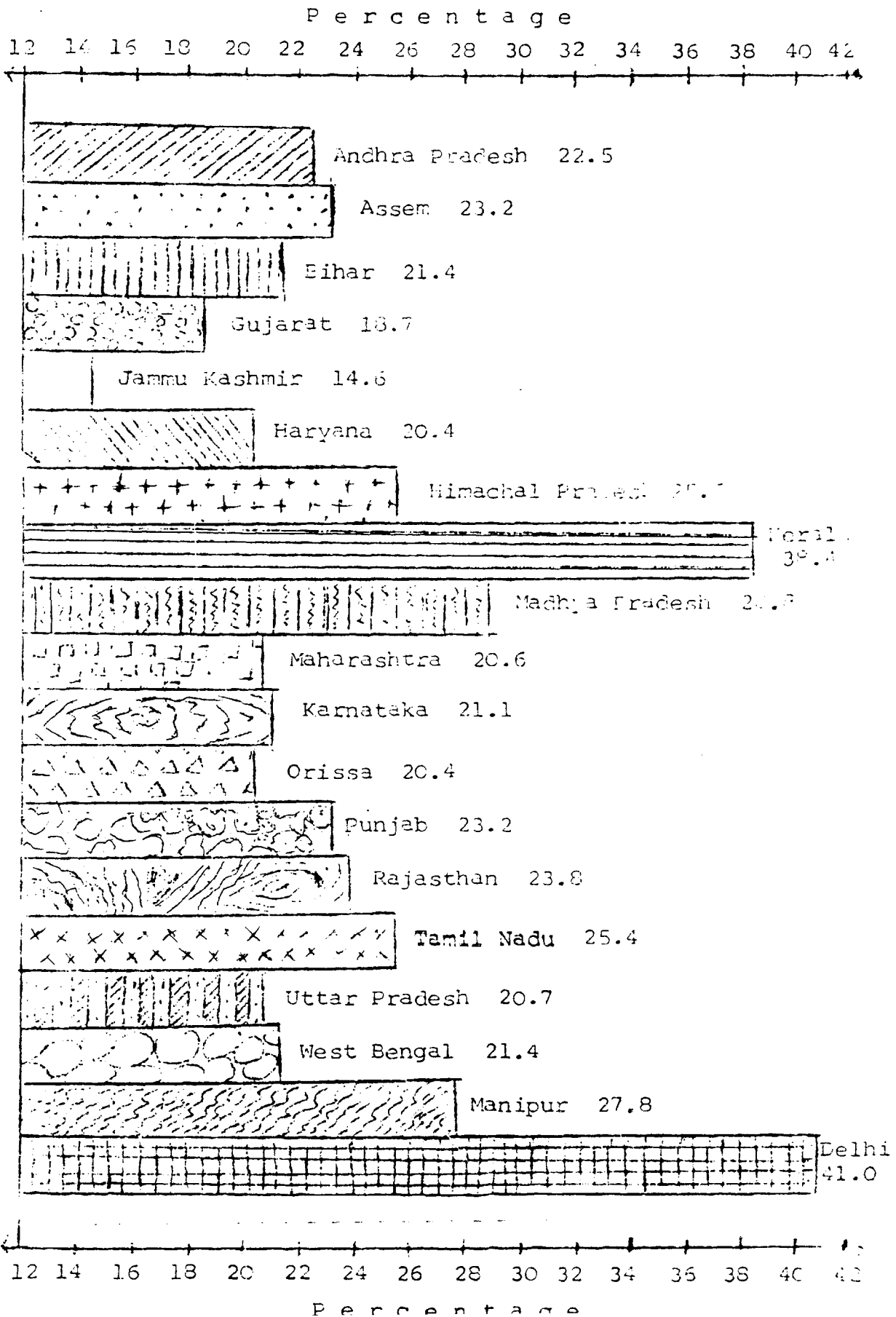
EDUCATIONAL EXPENDITURE AS A PERCENTAGE OF GNP AND STATE BUDGET

11. The Net Domestic Products of different States and Union Territories of India, percentages of Budgeted Total and Educational expenditures to the respective Net Domestic Products are summarised as follows.—

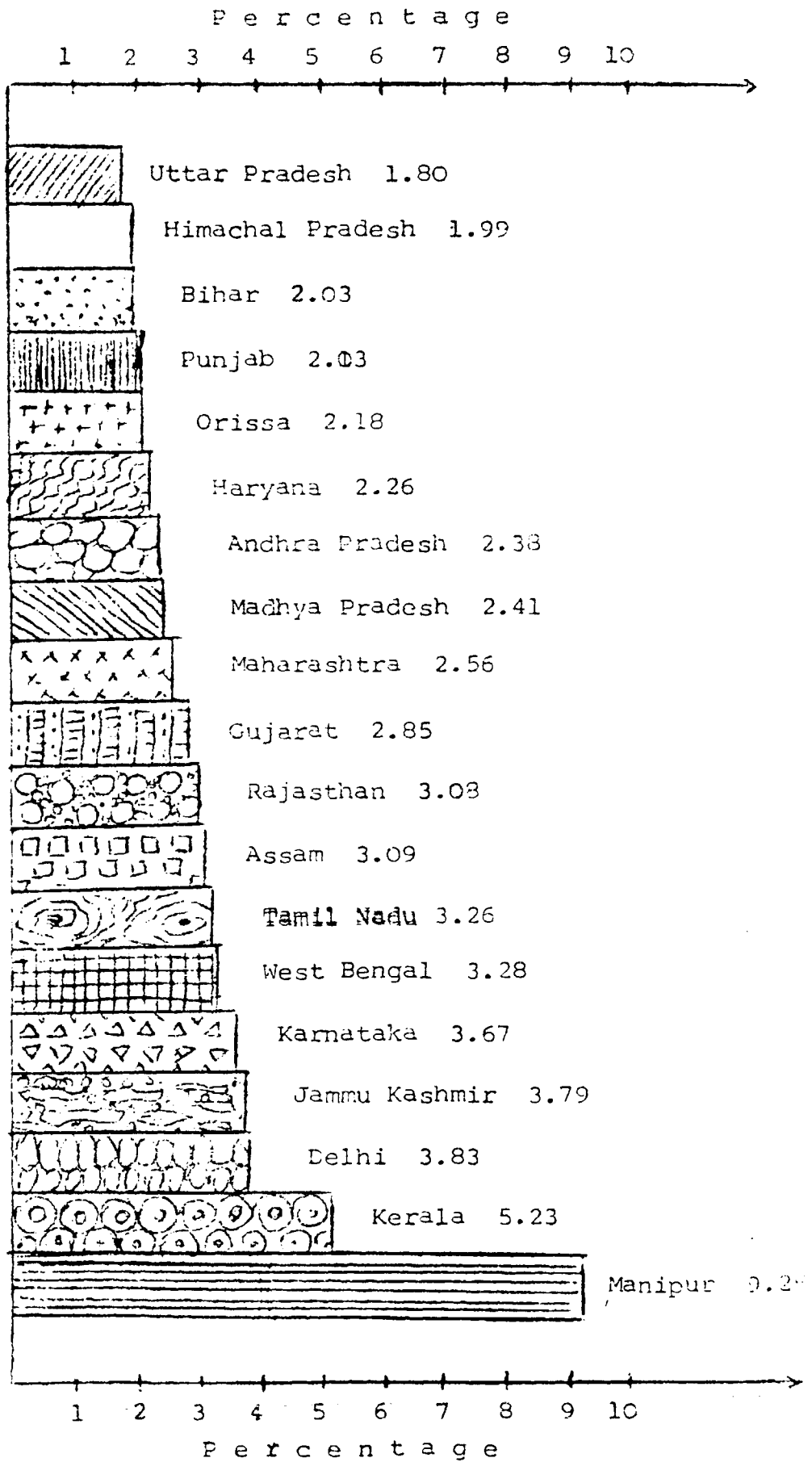
TABLE XI.1: Statewise Percentages of Budgeted Total and Educational Expenditures to the Net Domestic Products.

(1) Serial number	(2) State	(3) Reference year	(4) Estimates of Net Domestic Products at current prices (Rs in crores).	(5) Percentage of Education and Training Budget to Total Budget	(6) Percentage of total budget to total Net Domestic Product	(7) Percentage of Education Budget (Education Dept.) to Net Domestic Products	(8) Percentage of total expenditure on Education & Training to the estimate of Net Domestic Products.
1	Andhra Pradesh	1972-73	2833.4	22.5	12.45	2.38	2.80
2	Assam	1972-73	874.7	23.2	14.54	3.09	3.37
3	Bihar	1970-71	2440.3	21.4	10.30	2.03	2.30
4	Gujarat	1972-73	2026.0	18.7	14.91	2.85	2.95
5	Jammu Kashmir	1970-71	237.1	14.6	27.60	3.79	4.03
6	Haryana	1970-71	821.4	20.4	11.37	2.26	2.31
7	Himachal Pradesh	1970-71	197.4	25.6	8.11	1.99	2.07
8	Kerala	1971-72	124.96	38.4	14.92	5.23	5.73
9	Madhya Pradesh	1972-73	2733.0	28.8	10.60	2.41	3.06
10	Maharashtra	1972-73	4533.2	20.6	14.40	2.56	2.95
11	Karnataka	1972-73	1715.3	21.1	19.06	3.67	4.03
12	Orissa	1970-71	1075.3	20.4	13.01	2.18	2.65
13	Punjab	1970-71	1484.8	23.2	9.16	2.03	2.12
14	Rajasthan	1971-72	1459.0	23.8	13.91	3.08	3.30
15	Tamil Nadu	1972-73	2954.6	25.4	14.90	3.26	3.78
16	Uttar Pradesh	1971-72	5333.3	20.7	9.65	1.80	1.94
17	West Bengal	1972-73	2401.0	21.4	17.30	3.28	3.70
18	Manipur	1972-73	57.3	27.8	34.00	9.28	9.44
19	Delhi	1972-73	719.5	41.0	10.20	3.83	4.16
	ALL INDIA	1972-73	38921.0	16.7	25.70	3.0	3.30

STATEWISE PERCENTAGE OF EDUCATION AND TRAINING BUDGET TO TOTAL BUDGET



STATES BY PERCENTAGE OF EDUCATION BUDGET TO THE NET DOMESTIC PRODUCT OF THE STATE



<u>Source.</u> — (i) Expenditure on Education Central and State Annual Budgets 1972-73 to 74-75	}	by Statistics and Information Division, Ministry of Education & Social Welfare, De- partment of Education, Govt. of India, New Delhi.
(ii) Expenditure on Education Central and State Annual Budget 1969-70 to 72-73	}	Central Statistical Organi- sation, New Delhi.
(iii) Estimates of State Domes- tic Product		

11.2 It is observed from the table-XI.1 that while 25.7 per cent of the total National income constitutes the budgeted total expenditure on revenue account at All India level, only 3.0 per cent of the National income constitutes the education budgets of all the States and Union Territories. If the provisions for training and expenditure on education met by the departments other than the education department are taken into account, the per centage is 3.3.

Inter State Comparison.

11.3 The comparison of the inter-state particulars, reveals the facts that the percentage of budgeted education expenditure to the respective net domestic products varies from 9.28 in Manipur (highest) to 1.80 in Uttar Pradesh (lowest). The percentage of budgeted education expenditure to the Net Domestic Products of Kerala is 5.23 which lies between the extreme values. The per centage for Tamil Nadu is 3.26 which is just above the All India level (3.00 per cent). The other States, where the percentage of budgeted education expenditure to net domestic product is less than the All India average of 3.0 per cent are:

1. Gujarat	..	2.85	per cent
2. Maharashtra	..	2.56	Do.
3. Andhra Pradesh	..	2.38	Do.
4. Madhya Pradesh	..	2.29	Do.
5. Haryana	..	2.26	Do.
6. Orissa	..	2.18	Do.
7. Bihar	..	2.03	Do.
8. Punjab	..	2.03	Do.
9. Himachal Pradesh	..	1.99	Do.

11.4 The percentage of expenditure on Education to the Net Domestic Product of Tamil Nadu is just above All India level and when compared with the Southern States, Tamil Nadu is in the third place.

CHAPTER XII

CONSPICUOUS OF IMPROVED EDUCATIONAL YIELD, FINANCIAL IMPLICATIONS
AND ECONOMIES AS RECOMMENDED.

12.1 The major thrust of this report and its recommendation is to ensure more efficient use and reduction, if not elimination, of waste of the large annual expenditures on education incurred by the Government.

This is the purpose of the recommendations relating to:—

- (a) Scrutiny and review of all non-plan and plan schemes and earmarking of a per centage for qualitative improvements. (Recommendations 1 & 2, 7, 8(1))
- (b) Development and acceleration of non-formal education (Recommendations 3 & 4(iii) 8(3))
- (c) Stopping and slowing down teacher recruitment, employment of unemployed teachers and manpower budgetting of future teacher recruitment. (Recommendations 4, 5, 10)
- (d) Restructuring midday meal schemes, the scholarship scheme, school and college buildings and equipment programmes. (Recommendations 6, 14, 15, 16)
- (e) Improved performance budgetting (Recommendations 8(2), 9(1))
- (f) Making third level education financially self supporting (Recommendations 9(2—7))
- (g) Teacher pupil ratio and its application (Recommendations 11 and 12)
- (h) Improved educational statistical reporting (Recommendation

12.2 In addition, estimated yields from savings and fresh sources of income, etc., on implementing the measures of economies suggested in the foregoing chapters are summarised as follows. —

TABLE XII - 1

ESTIMATED YIELDS: SAVINGS AND FRESH SOURCES.

Sl. No.	Recommendation	Yield (Rs. in crores)
1	Stopping recruitment in Teacher Training Institutions (Recurring cost on 30 institutions at Rs.20,000 per annum)	0.06
2	Stopping Incentive stipends to the Tamil Medium students.	0.35
3	Fees in Training Colleges and Physical Training colleges.	0.75

TABLE XII - 1--cont.

ESTIMATED YIELDS: SAVINGS AND FRESH SOURCES--cont.

S.No.	Recommendation	Yield (Rs. in crores)
4	Adjusting teacher-pupil ratio as recommended in the Perspective Plan.	1.58
5	Merging of uneconomic High Schools.	1.00
6	Merging of uneconomic Higher Elementary Schools.	1.00
7	Discontinuation of grants to 100 High Schools and making them fee based like Matriculation Schools.	2.00
8	Education cess on Industry and Agriculture.	3.00
9	Increasing fees for undergraduate and Post-Graduates students in Colleges by 50 per cent and levying fees for Higher Secondary Course	3.50
	Total	13.24

12.3 Estimated costs of projects for qualitative improvement of education and the cost of the recommended scholarship programme are summarised as follows.

TABLE XII - 2

ESTIMATED COSTS OF PROJECTS FOR QUALITATIVE IMPROVEMENT

Project No.	Project	Cost per annum (Rs. in crores.)
1	Inservice training to Teachers in Primary and Secondary Schools to prepare them for 10 year schooling	0.100
2	Improvement of School Environment ..	0.050
3	Non-formal Education	0.335
4	Work Experience	0.530
5	Functional Literacy	0.700
6	Vocationalisation of Higher Secondary Schools. ..	1.000
7	SCERT	1.000
8	Scholarship	0.380
	Total ..	4.095

SUMMARY OF RECOMMENDATIONS

1. In light of the analysis of the Education expenditure during the last two decades, it is recommended that:

- (a) Estimates of educational expenditures be scrutinised and subject to review by Schemes, without regard to their being plan or non-plan Schemes.
- (b) Schemes be reviewed on the basis of:
 - (i) the average attendance in each school;
 - (ii) the approved teacher-pupil ratio for each level of education,
 - (iii) the improvements needed in the school,
 - (iv) the school facilities - midday meals, free text-books, note-books, maintenance of science equipment, library; and
 - (v) the closing or merger of schools where that is indicated.

× (page 3, para 1.4)

2. In the light of the analysis of the plan and non-plan expenditures it is recommended that:

- (a) Plan Schemes, if the division between Plan and Non-Plan Schemes is continued, should devote atleast up to 25 per cent of their budget expenditure to the qualitative improvement of school and college education, for example, on Research Inservice Teacher Training, Teaching Technologies, Libraries and Laboratories, and
- (b) The category of centrally sponsored schemes be dropped and the equivalent resources turned over to the state to review, scrutinise and approve an integrated educational expenditure estimate.

√ (page 5, para 1.8)

3. In view of the increasing demand for enrolments that the population increase will involve for the eighties and nineties, it is recommended that non-formal education including a scheme for an open University be developed more rapidly than the formal education system, with teachers being responsible for both systems and their salaries reflecting this double responsibility.

√ (page 10, para 1.12)

4. In light of the serious problem of unemployment of Secondary Grade Teachers, it is recommended that:

- (a) For 1975-76 there be no recruitment of students for secondary grade teacher training.
- (b) In fresh teacher appointments, unemployed teachers sponsored by the Employment Exchanges be given preference.
- (c) As non-formal Education Schemes for Primary School drop-outs are developed, teacher posts be established for each such scheme.
- (d) In view of the large number of unemployed teachers, and in view of the fact that they will have to wait for some years for employment, the maximum age-limit for entry into Government service should be revised upwards till they are absorbed.
- (e) As a long run measure, a more precise estimate of the annual teachers needed based on realistic school attendance estimates, agreed teacher-pupil ratios and the employment of teachers in non-formal education schemes be made and the number of teacher training institutes be limited to those needed for training them. The rest should be transformed into High Schools. On the basis of existing practice, if 3,500 teachers are absorbed in the primary schools and 1,500 in non-formal education schemes every year, there will be no need to train fresh secondary grade teachers till the second year of the Sixth Plan. As an interim measure, all but six teacher training institutes be transformed into High Schools and the six institutes' staff be set to work developing non-formal education scheme curriculum for both school drop outs and adult illiterates and provide inservice training services.

5. In view of the unemployment of 488 graduate level teachers and the rate of absorption of 1,200 teachers per year it is recommended:

- (a) that a precise estimate of the annual absorptive capacity of the high schools be made and enrolment to the Teacher Training Colleges be strictly regulated on the basis of this estimate.

(b) that for 1975-76 the enrolment of students in Teacher Training Colleges be reduced atleast by 300 as was done before 1973-74 and 1974-75 and be continued thereafter till such time as the unemployed teachers are absorbed in the High Schools.

(page 15, para 1.23)

6. In regard to the midday meals scheme it is recommended that while maintaining the midday meals scheme which was in innovation of the State, the possible economies in administering the scheme be examined by a specialised group.

(page 17, para 1.30)

7. To ensure a more adequate return on the large and growing educational expenditure of the State both to the individual student and the State, it is recommended that the 8 Schemes for restructured school education and 15 schemes of improved and relevant higher education set forth in the State Planning Commissions educational sub-sector of the Perspective Plan and accepted by the Government be phased over the Fifth and Sixth Plan and put into operation immediately.

(page 25, para 1.50)

8. In light of the analysis of the performance budget for School Education it is recommended that:

(a) the request for additional Teachers and the development of existing teaching force be subject to detailed scrutiny and review. Norms of teacher-pupil ratio should be established and strictly adhered to.

Either education should not be completely equated with employment of teachers allowing for a great deal more of self learning of the teachers must carry a much heavier burden of being the library, play-ground and the learning environment simultaneously for the student;

(b) the performance budget should contain information on how far the targets for the year before the last were not attained and the reasons for it, and

(c) there should be a gradual shift of the allocation under elementary education to non-formal education, with teachers' salaries for such education covering a much

larger spectrum of drop-outs and adult students shown under item 8.

(page 31, para 2.6)

9. In light of the analysis of the performance budget for collegiate education, it is recommended that:

- (a) information on all grants to the Universities and Colleges be provided in the performance budgets;
- (b) no new colleges be opened from the second year of the Fifth Plan
- (c) fees of Government Colleges be brought into line with those in private Colleges,
- (d) the incentive stipend for Tamil medium students be stopped.
- (e) as the educational structure is transformed from 1 year P.U.C. to 2 year Higher Secondary Course, fees be charged for the 2 year Higher Secondary course with suitable scholarships for qualified and needy students.
- (f) teacher training Colleges should levy fees so that they may be more self-reliant, and
- (g) the grant-in-aid code may be reviewed with a view to basing its criteria on administrative and academic considerations.

— (page 37, para 2.9)

10. Taking into account that the average attendance of Panchayat Union Schools is 70 per cent of the reported enrolment;

- (a) That its teacher-pupil ratio is the lowest, at 27 in elementary schools and 19 in middle schools,
- (b) That the Government has set up a Committee which is considering a new structure for a school and college education, which will have implications for the number of teaching staff needed at various levels;
- (c) That the system of non-formal education should be introduced in order to deal with the problem of the growing number of school drop-outs (40 per cent boys and 60 per cent girls before Standard V), and as means of realising the State and National objective of free and compulsory primary education for all; and
- (d) That the number of unemployed Teachers is a cause of concern and must be given priority in future

appointments, it is recommended that:

- (i) all existing employment contracts with Teachers be faithfully honoured, which means no teacher who is in a position now will be affected,
- (ii) all Teachers' vacancies in all categories of schools whether arising during the school year 1974-75 or those that may arise in 1975-76 be not filled for 1975-76, except in exceptional hardship cases for which the Director of School Education will obtain orders from Government and in the case of such appointment ensure that unemployed Teachers sponsored by the Employment Exchange are given preference to the exceptional cases referred to above will be identified immediately by the Department on the basis of the following factors as applied to each school--
 - the attendance in the School in the past year,
 - the likely increase in the attendance in the coming year,
 - the number of Teachers employed in the past year,
 - the likely teacher vacancy in the coming year,
 - the adequacy or otherwise of the remaining teaching staff for the coming year,
 - whether the enrolment made or proposed is in keeping with the number of school places and the identification of the excess of strength above the school places,
- (iii) some part of the ensuing savings be used for improving the primary school environment and its material provisions on the basis of a study to be made on this matter during the coming school holiday season and action to be completed before the re-opening of Schools. In this connection, work experience in the Schools can take the form of learning to improve, clean and beautify the school and its environment by the Teachers and pupils working and learning together.

(page 48, para 3.15)

11. As the need for a Teacher has to be assessed only with regard to the attendance in each School and on that basis the proper deployment of Teachers be effected, it is recommended that the

practice mentioned in para 4.10 be dropped and in future additional Teachers may be sanctioned based on the attendance in each school and not on the basis of attendance in all the schools in a Panchayat Union put together.

(page 56, para 4.11)

12. In light of the analysis concerning the general problems of establishing a reasonable teacher-pupil ratio and the specific problems faced in this State in applying any such norm, it is recommended that,

a. the teacher pupil ratios recommended in the Perspective Plan for Tamil Nadu (1972-81) be adopted namely,

Lower elementary	..	1.37
Upper elementary	..	1.33
Secondary	..	1.32

b. While as stated in Recommendation No. 10(1) in Chapter III no existing teachers appointment should be affected, the recommended ratios be applied effectively, vigorously and fully through

- (i) translating these ratios into the slabs fixed in G.O. Ms.No. 250, summarised in Table IV.5;
- (ii) introducing the recommended ratio and a minimum strength of 20 as a third condition with regard to the powers given to the Panchayat Union Councils to open new elementary schools;
- (iii) using the average attendance in each school personally checked by the Deputy Inspector of Schools as the basis for estimating its teacher entitlements;
- (iv) additionally the number of teachers to be sanctioned for each school being based on the effective school places available in each institution, and
- (v) the special treatment of schools in tribal areas in matter of the population requirement be continued.

(c) The number of excess teachers and retiring teachers in the Panchayat Union should be calculated by the District Educational Officer in July or October of each year beginning from October 1975.

- i. Any excess teachers should be set off by the requirement of additional teachers resulting from additional enrolment of pupils in each school subject to school places being available in each school.
- ii. If there is a surplus of teachers even after the adjustment, they should be set off against retirement vacancies arising at the end of academic year and vacancies caused by death, resignation, etc. This process should be continued every year until the surplus is liquidated.
- iii. During the implementation of this recommendations, the surplus teachers will be identified specifically and will be shown as supernumerary teachers in all the accounts.
- iv. Only after absorbing the surplus by this process, additional teachers required for each school because of additional enrolment may be released by the educational authorities.

(page 63, para 4.25)

3. Until such time as the above reforms are effected and with-frame-work of the existing school system, to ensure more correct reporting, it is recommended that

(a) the Deputy Inspector pay a surprise visit to each Panchayat Union school and count the number of students in attendance in each class and this be the basis for establishing the student attendance for that month to which the teacher-pupil ratio recommended in Chapter IV para 4.25 in sanctioning the number of teacherposts,

(b) the Deputy Inspector pay similar surprise visits on a sample basis to Government, municipal and aided management schools for checking the daily attendance and the monthly reports and arriving at the needed teachers,

(c) the educational range of a Deputy Inspector of Schools be reduced from the present one block or more to half a block and the number of Deputy Inspectors be doubled as a means of carrying out this responsibility of surprise visits and speedy decisions on the number of teachers to be approved based on the visits. This doubling can be effected without cost by bringing the Extension

Officer (Education) in every block under the control of the Education Department as he is the only Extension Officer who does not come under the particular department while all Extension Officers are controlled by the relevant development departments.

(d) The surprise visits to schools and checking the correct facts not be left to the Deputy Inspector of Schools alone but also be made the concern and responsibility of the other educational officers at educational district and revenue district levels. The Director of School Education may prescribe certain fixed number of schools to be visited every month by the District Educational Officers and Chief Educational Officers and he may review their visit returns and inform the Government periodically.

(e) the annual returns submitted by school heads contain information on average monthly attendance so that the state and union authorities can publish the figures on students attending schools rather than the figures and percentages of students enrolled. The emphasis also be more on retention than on mere enrolment.

(page 70, para 5.13)

14. In light of the review of Scholarship schemes, it is recommended that.

(1) the State Government provide the annual resources amounting to about Rs.37 lakhs for financing the National Scholarship Scheme, the national scholarship for children of school teachers and the National Scholarship for the secondary stage for talented children in rural areas.

(2) the three scholarship schemes be converted into loan scholarships.

(3) A scheme of merit scholarships be instituted comprising ten awards of Rs.50 per month each for those securing the first ten places in S.S.L.C. and second group of ten awards of Rs.75 per mensem for those securing the first ten places in the Pre-University Course.

(page 79, para 6.19)

15. In light of the review of school and college buildings it is recommended that:

1. The Engineering wing of the Directorate of Technical Education be enlarged into a Research and Development Unit for

the department of education as a whole, to design and execute all building programmes for schools and colleges in addition to Engineering institutions, removing these functions from the P.W.D. and Highways department and as the needs of Educational Buildings are specific and requires the expertise of the educationists, the Research and Development Unit should be composed of equal number of engineers and educationists and can use the network of Union Engineers available in every Panchayat Union,

2. the Research and Development Unit use the results of the research on design of school and college buildings of the Central Buildings Research Institute, Roorkee and the UNESCO school building unit, Bangkok and adapt them to the needs of the State,

3. the development of sound and scientific designs of thatched primary school buildings be a priority concern of the Research and Development Unit.

(page 85, para 7.14)

16. In light of the review on school facilities it is recommended that:

1. The schools be permitted to levy special fees to meet the expenditures on libraries and laboratories from VI standard onwards.
2. A system of centralised purchase in order to ensure the benefits of economy of scale and proper sampling while at the same time avoiding delay in despatch and other wastes.
3. A research unit on aids and equipment be developed in the State Institute of Education where educationists and technical experts will apply the principles of value engineering technique and innovate improvised low cost aids and equipment.
4. A unit or units to produce educational equipment and aids within the frame-work of industrial estates or TANSI in order to produce quality equipment at reasonable prices. This would also eliminate the high transport cost involved in the current import of equipment from Punjab.

5. The State Institute of Science Education undertake an evaluative study of the cost and efficiency of the Mobile Science Laboratory vans in relation to their aims and objectives.
6. The more effective use of the school broadcasting programme particularly to rural area be assured through training of teachers in the use of radio programmes and their involvement in the rural radio forums.
7. The Central Kitchens in the present form in the three districts of South Arcot, North Arcot and Chingleput be closed because of their high costs and poor infra structure and be replaced by the ordinary Midday Meals Scheme as obtaining in other 12 districts. This will also augment the resources for education by saving on the capital and running costs of 224 vehicles.

(page 91, para 8.16)

17. In order to augment the sources of income for education it is recommended that:

- i the State Government contributions to Panchayat Unions be contained at the present level and if possible reduced following the approach outlined in para 9.7.
- ii. a system of 100 fee-based schools be established into which the matriculation schools will be fitted in and delinked from the grant system,
- iii. fees now being levied by colleges at the undergraduate and post-graduate levels be increased by 50 percent and for the P.U.C. and its successor 2 year Higher Secondary Course fees be levied with suitable scholarship for qualified and needy students,
- iv. fees be levied for training college and training school students.
- v. the SSLC examination fees be raised to Rs.25 for regular and Rs.30 for private candidates and be split into regular examination fee and charge of certificate. Similar revision should be made for all other examinations fees to cover examination costs,

- vi. An education cess on industry at the rate of Rs. 10,000 per annum for large industries. Rs. 1,000 per annum for small industries plus a similar levy on large agricultural plantation and farms to bring in an annual income of Rs. 3 crores.

(page 100, para 9.21)

18. To promote qualitative improvement within the frame of Recommendation. 7, it is recommended that priority be given for the following schemes in the Fifth and Sixth Plan.

- i) Inservice Education of Teachers Cost Rs. 10 lakh per annum
- ii) Improvement of School Environment Cost Rs. 5 lakh per annum
- iii) Non Formal Education for school dropouts and non attenders Cost Rs. 33.5 lakhs per annum
- iv) Work Experience Cost Rs. 53 lakhs per annum
- v) Functional literacy to Adults Cost Rs. 70 lakhs per annum during fifth plan period and Rs. 60 lakhs per annum during sixth plan period
- vi) Vocationalisation of Higher Secondary Cost Rs. 1 crore per annum
- vii) State Council of Education Training and Research Cost Rs. 1 crore per annum during fifth plan period and Rs. 40 lakhs per annum during Sixth Plan period.

Resources necessary for implementing the above programmes should be found by effecting economies augmenting sources of income recommended earlier in the report.

ANNEXURE I

List of Projects set forth in the Report of the State Perspective Plan, Towards a learning society.

(Ref: Recommendation 7 in pages 25 and 26 of this report)

Sl.No.	Project
1.	Inservice Education of Teachers.
2.	. Equalisation of Educational Opportunities; Out-of-school Education for Drop-outs.
3.	Functional Literacy Programme
4.	Vocationalisation of Secondary Education
5.	Development of the Public Library System
6.	*Qualitative Improvement.
7.	Pre-primary Education
8.	Expansion of School Education
9.	*State Council of Academic Awards
10.	*Post-graduate Universities of Madras, Annamalai and Madurai
11.	Madras University of Technology, Tamil Nadu.
12.	Tamil Nadu Agricultural University
13.	Library and Documentation Development
14.	International Institute of Tamil Studies.
15.	*Tamil Nadu Science Foundation
16.	Tamil Nadu Academy of Basic and Applied Sciences
17.	Hall of Science and Industry in Tamil Nadu.
18.	Computer Centres
19.	£A Centre of Ocean Engineering and Marine Sciences.
20.	£Institute of Management
21.	£Materials Testing Bureau
22.	£Centre of Automotive Engineering and Development
23.	£Centre for Urban Engineering

* To be proposed as a Centrally sponsored scheme

£ Indicates that the project proposed by Education Task Force, belongs in another area and has to be processed by concerned department.

