

GOVERNMENT OF RAJASTHAN



REPORT
OF
RAJASTHAN STATE
PRIMARY EDUCATION
COMMITTEE
1963-64

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CHAPTER I

INTRODUCTION

1. Appointment of the Committee :

The Committee was appointed under Notification No. F. (16) O&M/62 dated 24th July, 1963. It consisted of the following eleven members:—

1. Shri J. P. Naik, Adviser, Primary Education,
Government of India Chairman
2. Shri K. L. Bordia, Director, Vidya Bhawan
Rural Institute, Udaipur Member
3. Director of Primary & Secondary Education,
Rajasthan, Bikaner Member
4. Director of Evaluation, Rajasthan, Jaipur Member
5. Joint Development Commissioner, Jaipur.... Member
6. Shri Uma Shanker Gour, Principal, Orienta-
tion & Study Centre, Udaipur Member
7. Shri P. K. Chaudhary, Jaipur Member
8. Shri Mohan Raj, M. L. A., Bali Member
9. Shri B. S. Paul, Ex-Headmaster, Mission
High School, Jaipur Member
10. Shri Shiv Charan Lal Mathur, Pramukh,
Zila Parishad, Bhilwara Member
11. Shri S. M. L. Shrivastav, Deputy Director, } Member
Social Education, Rajasthan, Bikaner ... } Secretary

Later on, two additional members. Smt. Nagendra Bala, M. L. A., and Smt. Kamla Shrotri were appointed. Shri J. S. Mehta, who left the charge of Director, Primary & Secondary Education and took over as Special Secretary Agriculture, continued as a member of the Committee.

2. The terms of reference to the Committee were as follows:—

- (1) to evaluate the progress made in the Third Five Year Plan of the State so far and to estimate the position likely to be reached in elementary education by the end of the Third Plan;
- (2) to prepare the broad outline of a Perspective Plan for the development of elementary education in Rajasthan, and to suggest a phased programme of development through which the State would be able to reach the goal prescribed in Article 45 of the Constitution as early as possible;
- (3) to prepare a detailed outline of the development visualised in the Fourth Five Year Plan and in the Perspective Plan (1965-75) and to suggest the manner in which the needed resources could be raised; and
- (4) to suggest the most suitable form of administrative machinery for the implementation of this Plan and from this point of view, to examine the suitability of the machinery established under the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959, for the efficient implementation of the large scale programmes of expansion and improvement visualised in the Perspective Plan (1965-66 to 1975-76).

3. Procedure & Programme :

The Committee held twelve meetings in all as shown in Annexure I.

A general questionnaire was issued to all persons (Annexure II). The persons who sent in replies included 446 teachers, 29 officers of the Education Department, 57 officers of the Development Department, 61 Education Extension Officers and 25 eminent non-officials. We have refrained from mentioning their names in view of our assurance to treat the replies as confidential.

2. The Committee also decided to collect detailed information about the working of primary schools. Two proformas were prepared from this point of view. They sought general information about the administration of primary education in each Panchayat Samiti as a whole. It was sent to all 232

Panchayat Samitis of whom 185 replied. The second proforma sought detailed information about individual schools in 30 selected Panchayat Samitis and covered 2134 Primary Schools (2082 for boys and 52 for girls.)

3. In addition, the Committee interviewed officers of the Education and Development Departments, primary school teachers and non-officials interested in the problem. The total number of persons interviewed was 213. These included 8 Deputy Directors of Education, 10 Inspectors/Inspectresses of Schools, 13 Dy. Inspectors/Inspectresses of Schools, 2 Research Officers, 39 Sub Deputy Inspectors of Schools or Education Extension Officers, one Deputy Development Commissioner, 7 Deputy District Development Officers and Secretaries to Zilla Parishads, 27 Vikas Adhikaris, 8 Pradhans, 4 Pramukhs, 6 M. L. As., 84 teachers and 4 other non-officials.

4. The findings and recommendations given in this report are based on the data and evidence thus collected.

5. Acknowledgments :

The Committee wishes to convey its grateful thanks to all persons who have assisted in its work. In particular, it thanks all the ladies and gentlemen who sent replies to its questionnaire or gave evidence before it and all officers of the Education and Development Departments who supplied the data required for its work. Above all, it desires to place on record its appreciation of the extremely valuable assistance received from Shri S. M. L. Shrivastav, the Member-Secretary of the Committee and Shri R. S. Gupta, the Statistical Officer of the Education Department.

CHAPTER II

Development of Elementary Education in the First Three Plans (1950-51 to 1965-66)

1. *General Background*:- According to the census of 1951, the total population of Rajasthan was 159.71 lakhs. In 1961 it increased to 201.56 lakhs thus registering an increase of 26.2 p. c. as compared to 21.5 p. c. in the Indian Union as a whole. In so far as the rate of increase in population is concerned, Rajasthan stands second in India, the first being west Bengal with an increase of about 32 p. c. over the decade 1951-61. It has been estimated that the total population of Rajasthan would increase to 232.57 lakhs in 1966, to 268.22 lakhs in 1971, to 306.53 lakhs in 1976 and 342.19 lakhs in 1981. This large increase of population is an important factor which has a bearing on the problem: it makes a provision of universal education more costly and difficult.

2. There are also several other social, cultural and economic factors which affect the progress of universal education. Rajasthan is still very largely rural—the total urban population in 1961 was only 32.81 lakhs or 16.1 p. c. as against 17.95 p. c. for the Indian Union as a whole: In western and desert areas of the state, there are many small and scattered villages, where it is both difficult and costly to provide primary schools within easy walking distance from the home of every child. The state also has a fairly large population of the backward classes. In 1961, the total scheduled castes population was 33.60 lakhs or 16.6 p. c. and the scheduled tribes population was 23.09 lakhs or 11.5 p. c. The backward classes thus accounted for as much as 28.1 p. c. of the total population. The social and cultural traditions in the state are against the spread of education among women. It is true that these are breaking down slowly, but there is still considerable resistance for sending girls to schools and co-education is not readily accepted, even at the primary stage. In fact, in so far as the difficulty of spreading education among girls is concerned, Rajasthan is the second most difficult state in India, the first being Jammu and Kashmir. It will thus be seen that the problem of providing universal education is more difficult in Rajasthan than in several other parts of the Indian Union. To solve it satisfactorily, therefore, the Government and the people of the state will have to strive very hard.

3. *Development of Primary Education (Age-Group 6-11) in the First Three Plans*:—Rajasthan began with a great handicap in the race for providing universal primary education. In 1950-51, it had 4,336 primary schools (3,884 for boys and 452 for girls). The total enrolment in classes I to V was 3.3 lakhs (2.75 of boys and 0.55 of girls) which was equivalent to a total enrolment of 16.6 p. c. of the age group 6-11 (26.5 p. c. for boys and 5.7 p. c. for girls). The enrolment of girls to boys was 1:5. Taking the Indian Union as a whole, Rajasthan stood second from the bottom, the least advanced state being Jammu and Kashmir. The total direct expenditure on primary schools in 1950-51, was Rs. 84.30 lakhs or 27.8 p. c. of the total educational expenditure.

4. By the end of Second Plan (1960-61), the number of primary schools was more than trebled and increased to 14,548 (13,934 for boys and 614 for girls). The total enrolment in classes I to V was also more than trebled and increased to 11.14 lakhs (8.99 lakhs of boys and 2.15 lakhs of girls) which was equivalent to a total enrolment of 40.9 p. c. of the group 6-11 (64.0 p.c. for boys and 16.3 p.c. for girls). The increase in enrolment per year was 12.9 p. c. for all children—12.6 p. c. for boys and 14.7 p. c. for girls. These rates of increase are far higher than those in Indian Union (where the overall increase has only been 6.2 p. c. per annum) and it may even be said that the rate of increase of enrolment at the primary stage in Rajasthan was about double than in the Indian Union during the first two plans. In spite of this large effort, however, Rajasthan lost its position vis-a-vis the other States and as Jammu and Kashmir made greater progress, it became the least advanced state in the India in the field of Primary Education, due mainly to the large handicap with which it started, and partly to the comparatively lower priority it received vis-a-vis other sectors of education. It may, for instance, be pointed out that the total expenditure on primary schools in 1960-61 was Rs. 293.97 lakhs or 23.2 p. c. of the total educational expenditure as against 27.8 p. c. of the total educational expenditure in 1950-51. The obvious implication is that, even in the first two plans, secondary and higher education received a much higher priority from the State Government than primary education.

5. In the Third plan, development of primary education was accorded a very high priority in the Indian Union as a whole. It was expected to bring in an additional enrolment of about 180 lakhs which was larger than the additional enrolment in the first and the Second plans put together. Rajasthan fell in line with this policy. It proposed to enrol about

10 lakhs of additional children as against a total enrolment of 7.84 lakhs in the first two Plans and which would have implied an annual average increase of about 14 p. c. as against 12.9 p. c. reached in the first two plans, and provided a sum of Rs. 7.85 crores or about 37.2 p. c. of the total educational plan for primary education. But these initial 'good' resolutions were not kept up: the funds allocated to primary education were partly reduced and partly diverted to secondary and higher education. In consequence, the target of additional enrolment had to be reduced to 7.5 lakhs. At the end of Third Plan (1965-66), therefore, the total enrolment in classes I to V is expected to be only 18.6 lakhs (14.5 lakhs boys and 4.1 lakhs girls) which implies that the total enrolment in classes I to V would be equal to 58.0 p. c. of the age-group 6-11 (87.2 p. c. for boys and 26.4 p. c. for girls). At the end of the Third plan, therefore, Rajasthan would still be the least advanced state in the Indian Union in so far as primary education is concerned. Had the original targets for the Third Plan be kept unchanged, Rajasthan would have gone above Uttar Pradesh, Madhya Pradesh and Jammu & Kashmir. But the reduction of financial allocations and targets leaves the position unchanged.

6. Development of Middle School Education (Age-Group 11-14):—In 1950-51, the total number of middle schools was 732 (630 for boys and 102 for girls). The total enrolment in classes VI to VIII was 61,000 (52,000 boys and 9,000 girls) which implies an enrolment of 5.4 p. c. of the children in the age-group 11-14 (8.9 p. c. boys and 1.6 p. c. girls). The proportion of girls to boys enrolled was 1:6. During the first two Five Year Plans, the rate of expansion at the middle school stage has been even greater than that at the primary stage. In 1960-61, the number of middle schools increased to 1,416 (1,214 for boys and 202 for girls). The total enrolment in classes VI to VIII increased to 2.07 lakhs (1.79 lakhs of boys and 0.28 lakhs of girls) which implies a total enrolment of 14.4 p. c. of the age-group 11-14 (24.1 p. c. for boys and 4.1 p. c. for girls). The overall average annual increase was thus 13.2 p. c. (14.8 p. c. for boys and 12.3 p. c. for girls). It will be noticed that at the primary stage, the rate of increase in the enrolment of girls was greater than that of boys in the first two plans. At the middle school stage, however, the rate of increase in the enrolment of girls has been much smaller than that of boys, which is not a very happy feature, especially because it is from the girls reading in the middle school stage that the women teachers, particularly for rural areas, will have to be recruited.

7. The demand for the middle schools has increased very considerably in the Third Plan. Consequently the original targets adopted in the Third Plan at the middle school stage have been exceeded—a fact which forms a pleasant contrast to the development of primary education in the same Plan. According to the original estimates, the enrolment in classes VI to VIII was to have reached 3.85 lakhs or 23.1 p. c. of the age-group 11-14 (36.1 p. c. for boys and 9.3 p. c. for girls). It is now anticipated, however, that the enrolment in classes VI to VIII will be 4 lakhs (3.2 lakhs of boys and 0.8 lakhs of girls) which will be equivalent to a total enrolment of 24.0 p. c. of the age-group 11-14 (37.1 p. c. for boys and 9.9 p. c. for girls).

8. The total expenditure on Middle school education in 1950-51 was Rs. 48.54 lakhs or 15.5 per cent of the total educational expenditure. In 1960-61, it increased to Rs. 178 lakhs but its proportion to total educational expenditure fall down to 14.4 per cent only. In other words, in spite of all the expansion secured at the school stage, middle school education, like primary education, still received a lower priority than Secondary or higher education in the first two Plans. We expect that the picture in the third Plan would, however, be different.

9. *General Conclusions about Expansion of Primary and Middle School Education* :- From the foregoing account of the expansion of primary and middle school education in the first three plans, the following broad conclusions may be drawn:-

(1) Primary and middle school education has generally received a lower priority than secondary and university education.

(2) Subject to the limitation implied in (1) above, there has been considerable expansion in primary and middle school education in Rajasthan in the first two plans. In fact, it may even be stated that the rate of expansion of primary and middle school education in Rajasthan in the first two plans has been much greater than that in the Indian Union as a whole.

(3) In the Third Five Year Plan, however, the rate of expansion on primary education has been slowed down mainly because of the diversion of funds from primary to secondary or higher education. Fortunately, this has not affected the provision of facilities at the middle school stage.

(4) In spite of all the expansion achieved so far at the primary and middle school stages, Rajasthan still continues to be a backward State. At the end of the Third Five Year Plan, its enrolment in classes I-V would be only 58.0 per cent of the age-group 6-11 the lowest in the Indian Union. At the middle school stage, its enrolment in classes VI-VIII would be only 24.0 per cent as against 31.6 per cent in the Indian Union as a whole-this is higher than in three other States, Orissa (22.9 per cent), Uttar Pradesh (21.1 per cent) and Madhya Pradesh (19.4 per cent).

10. The effort to expand elementary education in Rajasthan in the first three Plans has, therefore, been commendable on the whole. But it has not been fast enough to overcome the initial handicaps which Rajasthan had. The conclusion is obvious: the rate of expansion of elementary education would have to be increased in the next three Plans and larger financial allocations would have to be made for it.

11. *Qualitative Improvement of Primary and Middle School Education (1950-51 to 1965-66)*:-While the position regarding the expansion of primary and middle school education may be described as fairly satisfactory, except for the setback for primary education in the third Plan, it will not be possible to say the same thing with regard to the quality of education. In the evidence given before us, there was a unanimous feeling in all sectors among teachers, inspecting officers, officers of the Development Department, and members of the general public that the standards in primary and middle school education had generally deteriorated. The statistical and other data available to us also shows that there is, on the whole, a fair basis to assume such a position.

12. *Buildings*:-There is no objective data available regarding the position of primary school buildings in 1949 when the State of Rajasthan was formed. But from the subjective evidence of the officers of the Department and the teachers, it appears that the conditions were fairly satisfactory. This was due to several reasons: (1) the small number of primary and middle schools; (2) their location in the bigger and more well-to-do villages; (3) low costs of construction; and (4) large measure of popular contribution which was then forthcoming mainly because there were not many other demands on community enterprise. During the last 15 years, the position has changed for the worse. The expansion of elementary education has been very rapid; schools are now being established in very small villages and poorer localities, the popular

contribution is still forthcoming, but its quantum is considerably limited by the numerous other demands that are being made on the community at present. The costs of construction have also gone up very considerably with the result that, within the funds available, the number of additional classrooms that can be constructed is severely limited.

13. Some idea of the very unsatisfactory situation with regard to primary school buildings can be had from the detailed study we made in 30 selected Panchayat Samitis. Out of a total of 2,134 schools, as many as 1,996 schools supplied information. Of these, 1,151 or 67.8 per cent were located in 'owned' buildings; 52 or 3.1 per cent in 'rented' buildings; and as many as 493 or 29.1 per cent were located in 'rent free' buildings. Of these, only 784 were reported to be satisfactory; as many as 193 buildings were reported to be fairly satisfactory; and all the remaining were reported to be either unsatisfactory or very unsatisfactory. In other words, only about 50 per cent of the primary schools may be said to have fairly satisfactory and adequate accommodation at present. Of the remaining about 10 per cent may be said to be fairly satisfactory, that is to say, it can be made satisfactory with certain additions, alterations or repairs. In the remaining 40 per cent, the buildings are extremely unsatisfactory and the schools, are mostly, housed in temples, Dharamshalas, Panchayat Ghars and such other places.

14. It has to be pointed out that the position with regard to school buildings is becoming worse. In the 185 Panchayat Samitis from which we collected the data, we found that the total increase in the number of schools between 1959 and 1964 was 4,216 and the increase in the number of teachers was 7,561. In this same period, however, the number of additional school buildings constructed was only 3,201 and the number of class-rooms constructed was only 5,505. In other words, we are not even keeping up with the expansion that is taking place. The old back-log of unsatisfactory buildings, therefore, continues and gets added to, year after year.

15. *Equipment* :—What is said about buildings is applicable, by and large, to equipment also. There are large numbers of schools which do not have even the minimum equipment required. In some schools, even an essential aid like a black board is not available. The position of the primary schools was not very satisfactory, with regard to equipment, even in 1959 when their control was transferred

to the Panchayat Samitis. During the last few years, the position has rather deteriorated, mainly because the Panchayat Samitis have not been able to raise 30 per cent of the expenditure on equipment as expected under the grant-in-aid rules. The Committee was of the view that the failure to provide adequate equipment has been one of the principle factors which has affected the standards of education and that the problem needs immediate attention.

16. *Textbooks* :—The State Government has set up a Board of Nationalised Textbooks and all textbooks at the primary and middle school stages have been nationalised. This is an important programme which has several obvious advantages. In its practical working, however, some difficulties are still experienced. In particular, it has not always been possible to supply the textbooks to schools in time. We however, hope that these difficulties would soon be sorted out.

17. The Committee attaches great importance to the idea that every child should have a set of textbooks and writing materials available to it throughout the school year. It was not possible to organise any systematic study in this matter but from what we were able to see and from the evidence given before us, we find that not every child in the primary school has a set of textbooks throughout the school year. This happens mainly because the parents are responsible to purchase the textbooks and writing materials and supply them to the children. Unless a scheme for the supply of textbooks and writing materials to all children is undertaken by the State, the situation is not likely to improve.

18. *Elementary School Teachers* :—The most important factor which has a bearing on the quality of primary and middle school education is the general education, professional competence and the morale of the elementary school teachers. From this point of view, the position in Rajasthan has improved in certain respects while it has deteriorated in others.

(a) *Remuneration* :—Prior to the formation of Rajasthan, each princely state had its own scales of pay which, by and large, were on the low side. After the creation of Rajasthan, integrated and uniform scales of pay were introduced for all teachers and these have since been revised on two occasions in 1955-56 and in 1961-62. As compared to other States in India, Rajasthan offers a good scale of pay to its teachers.

It also does not make any distinction between teachers working in Government schools and those under Panchayat Samitis or private bodies. This is another distinct advantage. The teachers in Government or Local Body schools are also entitled to full pensionary benefits like other Government servants. This is the third distinct advantage which the teachers in Rajasthan have. (The teachers in private elementary schools do not have pensionary benefits. But their number is extremely small). The Committee is, therefore, of the view that, in so far as remuneration and old age benefits of elementary teachers are concerned, Rajasthan is one of the progressive States in India.

(b) *General Education* :—Owing to this improvement in scales of pay, Rajasthan has also been able to improve the general education of its elementary teachers very considerably. In 1950-51, the total number of teachers in primary and middle schools was 15,219. Of these 374 or 2.4 p. c. were graduates, 3,957 or 26 p. c. under-graduates and 10,888 or 71.6 p. c. were non-matriculいたes. In 1960-61, this number increased to 42,133 of which 1,549 or 4 p. c. were graduates 30,480 or 72 p.c. were under-graduates, and only 10, 109 or 24 p. c. were non-matriculいたes. At present, only matriculates are recruited as elementary teachers except in the case of women or for desert areas. Many non-matriculate teachers in service study privately and become matriculates. Similarly, a number of matriculate teachers in service become graduates after private study. The Committee is, therefore, of opinion that the general educational qualifications of elementary teachers in Rajasthan are fairly high and compare favourably with other States. The established trend is also in the direction of continuous improvement of the general education of elementary teachers—a happy indication of progress.

(c) *Professional Training* :—The picture with regard to the professional training of elementary teachers in Rajasthan is not very happy, although the situation has improved considerably since 1949. Here, as in other sectors, Rajasthan started with the greatest of handicaps. In 1950-51, it had only 15 training schools for elementary teachers (12 for men and 3 for women) with a total enrolment of 1287 (982 men and 305 women). The percentage of trained teachers was only 30.2 in primary schools (28.7 for men and 41.3 for women), and 34.2 in middle schools (35.2 men and 28.0 for women). During the first two plans, a good deal of progress was made, specially under the centrally-sponsored scheme for expansion of training facilities introduced in 1959-60.

At the end of the second Plan, the total number of training institutions for elementary teachers increased to 55 (51 for men and 4 for women) with a total enrolment of 6,578 teachers (6,031 men and 547 women). The percentage of trained teachers increased to 50.7 in primary schools (51.3 men and 45.8 for women) and 50.3 p.c. in middle schools (51.6 p.c. for men and 43.5 p.c. for women). It must be pointed out, however, that all this progress does not compare favourable with the achievement in the Indian Union as a whole. The percentage of trained teachers in the Indian Union as a whole was as high as 65 in 1960-61. Besides, it may also be mentioned that the duration of training course in Rajasthan was only one year as against a two-year course which is recommended by the Central Government and which already existed in a majority of States. It may also be mentioned that the standard of instruction in these schools left a good deal to be desired, partly because of the lower level of teacher educators and partly because of the lack of satisfactory buildings and equipment.

In the Third Plan, the training of teachers has, on the whole, received a set back. Of the 53 Government institutions existing in 1960-61, one was converted into crafts school and four schools were closed down. No new Government training schools has been opened during Third Plan. The total enrolment in government institutions in 1960-61 was 3,179 and in 1965-66 it is estimated to be only 5,600. In the private sector, however, there has been a considerable increase in the number of institutions and their enrolment. This is due to the two reasons. The first and the most important is the fact that women teachers trained in Rajasthan in course of one year were accepted as trained teachers in the Union Territory of Delhi and in other states so that they found it more convenient to get training in Rajasthan and to seek employment elsewhere. The second was a change in government policy under which more liberal permissions were given to private organisations to start training institutions for girls. It must be pointed, however, that these training institutions do not bring in material benefit to improving the educational situation in Rajasthan because their students generally seek employment outside the state. The position is also likely to change in the future because Delhi has since decided not to recognise the one-year training course of Rajasthan. This will have an adverse effect both on the number of private training institutions and on their enrolment.

Taken all in all, therefore, it may be said that the Third Plan has not made any appreciable progress in the training of elementary teachers. The provision of facilities of training has increased only slightly. The percentage of trained teachers is expected to increase to about 70 p.c. by 65-66, (71 p.c. for men and 54 p.c. for women). The qualitative aspect of training has largely remained unchanged. In particular, two decisions of Government, viz., (1) to fix the scale of pay of the Headmasters of S.T.C. Schools at a lower level than that of the Headmasters of Higher Secondary Schools and (2) to fix the scale of the pay of the Instructors in training institutions at a lower level than that of the senior teachers in Higher Secondary Schools, have had a very adverse effect on the staff available to the elementary training schools and many good teachers in the training institutions are lost when they are promoted to a superior post in the Higher Secondary School.

(d) *Morale*:—The morale of the teachers is very important and has a greater effect on the quality of education than even general education or professional training. After assessing the situation from every point of view, the Committee feels that, during the last 15 years, the morale of the elementary teachers has been adversely affected, especially after the transfer of primary education to the Panchayat Samitis. On the one hand, some effects of mere expansion are noticeable in the lowering of quality. We are now compelled to recruit teachers in such large numbers that we cannot help recruiting persons of a sub-standard quality. We also recruit young matriculate boys who have not yet taken very kindly to the profession and whose mal-adjustment with rural life in general and the teaching profession in particular does affect the quality of their work to a considerable extent. The methods of selection have also not been happy and the standards to be maintained in selections have been diluted to some extent, especially under the introduction of the Panchayati Raj. But above all, there has been considerable demoralisation amongst primary teachers since the transfer of primary schools to Panchayat Samitis. This arises from several factors. The first is feeling of a loss of prestige and status due to the transfer of these posts from Government to Panchayat service. The second is a feeling of having lost seniority and privileges which, although not quite justified by facts, arose everywhere due to bad handling of the situation and which, in spite of all clarifications to the contrary, still persists in several quarters. Thirdly and this is probably the most important cause—this demoralisation arises mainly from the arbitrary use of the power to order transfers which has been

vested in the Panchayat Samitis. The attitude of several Sar-Panchas and Officers of the Development Department, who do not give adequate respect to teachers, has also created a feeling that the teachers are no longer 'at home'. There may be some difference of opinion regarding the causes of this demoralisation or the relative importance of any particular cause. But the over-all fact established beyond doubt and universally admitted is that there has been a definite and considerable demoralisation among the primary teachers after the transfer of primary schools to Panchayati Raj institutions and that this has an adverse effect upon the standards of teaching at this stage.

(e) *Supervision* :—The Committee also found that the supervision of elementary schools has been far from satisfactory.

There is no special cadre of inspecting officers in Rajasthan. Trained teachers working in middle and secondary schools are selected to work as inspecting officers and, while so working, receive an allowance of Rs. 30 p. m. in addition to their own scale of pay. About three-fourths of them are trained graduates.

Even before the transfer of primary schools to Panchayati Raj institutions, the system was not working very satisfactorily. The area allocated to an inspecting officer was generally large and the progress of the work was hampered because the inspecting officers had received no special training in inspection and supervision. But there were three advantages which have since been lost: (1) each inspecting officer then had a peon who could help him while travelling; (2) the beats of the different inspecting officers could then be arranged with the district as the unit so that the work load on each was more or less equally distributed; and (3) the inspecting officers then had no administrative duties to perform nor were they directly subject to any political pressures. On the whole, therefore, the system worked fairly satisfactorily—the inspecting officers concentrating exclusively on the work of inspection and being largely responsible for the schools in their charge.

With the transfer of primary schools to Panchayati Raj institutions, both the extent and quality of inspection has been adversely affected. The number of inspecting officers has increased no doubt; but since an inspecting officer can only supervise schools within his Panchayat Samiti, the load of work is very unequally distributed. For instance, there are some Panchayat Samitis where an inspecting officer has

only 26 schools, while there are others where the average number of schools per inspecting officer is about 80. Secondly, the inspecting officers (since called Education Extension Officers) have now been saddled with all administrative work relating to primary schools, such as the preparation of pay bills and disbursement of pay, sanctioning of leave, maintenance of service books, etc. As members of the Block team, they have often to engage themselves in activities outside the field of education and this has reduced the time available for inspection of schools. The guidance and supervision which they used to receive in the past from the District Inspector of Schools has also disappeared in fact, if not in theory. Worst of all, political pressures have come into the picture and the inspection of schools is no longer the purely academic function it once was or should always be. The Committee, therefore, believes that the standard of inspection has gone down since the transfer of primary schools to Panchayati Raj institutions.

The Committee collected statistical data about schools inspected and visited in 1960-61, 1961-62 and 1962-63. It found that, in spite of the increase in the number of Education Extension Officers, a large number of schools are still neither visited nor inspected. This number was 787 in 1960-61, 1,116 in 1961-62 and 933 in 1962-63 (the data refers only to 180 Panchayat Samitis out of a total of 232). The general rule is that every primary school has to be inspected twice a year. We found, however, that the total number of schools inspected twice was only 1,778 in 1960-61, 2,421 in 1961-62 and 3,393 in 1962-63. The general position appears to be that only about 30 per cent of schools are inspected twice a year as required by rules, another 50 per cent are inspected once and 10 per cent are visited only. The balance of 10 per cent of schools are neither visited nor inspected. Even in the case of the schools inspected, very little follow up work is done on the inspection reports.

The Committee must admit that there are a few noble exceptions to this general rule and that some Education Extension Officers are doing very well in spite of all the difficulties. But these exceptions only prove the rather gloomy conclusions stated above.

To sum up, the Committee found that the quality of education has been adversely affected during the last 15 years. This is due to several factors. To begin with, there has been an unprecedented expansion of education and

a large majority of children now in elementary schools belong to the first generation to be educated. The fall in standards due to this social cause cannot probably be helped at this stage of our development. But the deterioration has been also due, as stated above, to a number of avoidable factors such as the failure to provide adequate buildings and equipment, the non-provision of textbooks and writing materials to all children, the failure to develop an adequate and high quality programme of training elementary teachers, ineffective supervision, and the general demoralisation in the ranks of teachers because of the transfer of primary schools to Panchayati Raj institutions. It is these significant and avoidable causes of the fall in standards that will need the attention of Government in the immediate future.

19. *General Conclusion* :—Almost all persons who gave evidence before the Committee were of opinion that there has been a great and commendable expansion in elementary education (although it has not been fast enough to meet the needs of the situation) but that the standards of teaching have, by and large, deteriorated in the last fifteen years. The Committee broadly agrees with this view.

CHAPTER III

A Perspective Plan for the Development of Elementary Education in Rajasthan (1966-76)

Programmes of Expansion

The Constitution laid down that free and compulsory education should be provided for all children till they reach the age of 14 years by 1960. As it was not possible to realise this target, the Education Panel of Planning Commission, which met at Poona in 1958, suggested that the Constitutional Directive should be divided into two parts: (1) free and compulsory education for the age-group 6-11 and (2) that for the age-group 11-14. It also recommended that free and compulsory education should be provided for the age-group 6-11 by the end of the third Plan and for the age-group 11-14 by the end of the fifth Plan. It now appears that this target would not be reached in any State or Union Territory except Kerala, Madras, and Delhi. The remaining States and Union Territories can be divided into two categories from this point of view. The first category (which includes the States of Andhra Pradesh, Assam, Gujerat, Maharashtra, Mysore, Punjab, West Bengal and Nagaland and the remaining Union Territories) would be able to provide free and compulsory education in the age-group 6-11 by the end of the Fourth Plan (1970-71) and that for the age-group 11-14 by the end of the Sixth Plan (1980-81). The second category (which includes the six States of Bihar, Jammu & Kashmir, Madhya Pradesh, Orissa, Rajasthan and Uttar Pradesh) would be able to provide free compulsory and education in the age-group 6-11 by the end of the Fifth Plan (1975-76) and free and compulsory education the age-group for 11-14 by the end of the Seventh Plan (1985-86) at the earliest. As we have pointed out earlier, even these six backward among states, Rajasthan occupies a position in the lower half. The task before this State in fulfilling the Directive of Article 45 of the Constitution is, therefore, formidable.

2. *Targets (Age-group 6-11)* :—As the things stand at present, it will not be possible for Rajasthan to provide universal education in the age-group 6-11 by the end of the Fourth Plan. In 1970-71 or the end of the Fourth Plan, the population of children in the age-group 6-11 would be about 33 lakhs (as given in Annexure No. III) whereas the total enrolment in

classes I-V in 1965-66 or the end of the Third Plan would be about 19 lakhs. If free and compulsory education is to be provided for all children in the age-group 6-11 by the end of the Fourth Plan, the additional enrolment in classes in I-V in the fourth Plan would have to be about 19 lakhs as against the total additional enrolment of 15.3 lakhs only in all the first three plans put together. Apart from this, the problem of enrolling girls would be very formidable. The total population of girls in the age-group 6-11 in 1970-71 would be about 18.1 lakhs whereas their enrolment in classes I-V at the end of the Third Plan (1965-66) would be only 4.1 lakhs. We shall, therefore, have to enrol about 14 lakhs of additional girls in a period of 5 years or at the rate of 2.8 lakhs per year whereas the best effort we have been able to put forward so far is to enrol only about 40,000 girls per annum. To increase the enrolment of girls from 40,000 a year to 2.8 lakhs a year is next to impossible. Similar difficulties would also be faced in the desert areas and in enrolling the children of the scheduled castes and scheduled tribes. From the point of finance, also, the cost of such a programme would be very prohibitive. All things considered, therefore, the prospect of providing universal education for the age-group 6-11 by 1970-71 will have to be ruled out.

3. The next prospective target is to provide universal education in the age-group 6-11 by the end of the fifth Plan (1975-76). The total population of this age-group would rise to about 42.9 lakhs (22.5 lakhs of boys and 20.4 lakhs of girls) by 1975-76 and the enrolment of classes I-V at the end of the Third Plan (1965-66) would be 14.1 lakhs of boys and 4.1 lakhs of girls. In order to provide universal education by 1975-76, therefore, we shall have to enrol 8.4 lakhs of additional boys and 16.3 lakhs of additional girls in a period of 10 years. This implies annual average additional enrolment of 2.43 lakhs per year. In the Third Plan, the annual average additional enrolment in classes I-V is only 1.5 lakhs. We, however, think that it is possible to increase this rate to about 2.5 lakhs every year, if the various proposals which we have recommended in this report are adopted. We, therefore, feel that a feasible target would be to provide universal education in the age-group 6-11 in Rajasthan by the end of the Fifth Plan, i. e. 1975-76.

4. What we visualise is expansion of enrolment in classes I-V on the following lines. The total enrolment in classes I-V will include two distinct categories of children: (1) About two-thirds of the total enrolment in classes I-V would consist of children in the age-group 6-11 who, in their turn, would

form about 90 per cent of the children in the age-group 6-11 (the remaining 10 per cent of the children in this age-group will either be reading in higher classes or, owing to some physical or mental deficiency, cannot be enrolled at all in schools), and (2) the remaining one third of the children enrolled in classes I-V would be below the age of 6 and above the age of 11 and these would, in their turn, form about 30 p.c. of the children in the age-group 6-11. From the practical view, therefore, the target of enrolment in classes I-V should be, not 100 per cent of the population in the age-group 6-11, but 120 per cent of the population in the same age-group. By 1980-81 (or the end of the Sixth Plan) Rajasthan would therefore, aim at enrolling 120 per cent of the population in the age-group 6-11 in classes I-V. On this assumption, the total enrolments in classes I-V from the first to the Sixth Plan. would be as shown below :—

TABLE NO. 1. Total Enrolment in Classes I-V and the Percentage of School-Going Children in the age-group 6-11 from 1950-51 to 1980-81.

Year	Total enrolment (in lakhs) in classes I-V			Percentage of the age-group 6-11		
	Boys	Girls	Total	Boys	Girls	Total
1950-51	2.75	0.55	3.30	26.5	5.7	16.6
End of the First Plan (1955-56)	4.39	0.98	5.37	37.7	9.1	24.1
End of the Second Plan (1960-61)	8.99	2.05	11.14	64.0	16.3	40.9
End of the Third Plan (1965-66)	14.5	4.1	18.6	87.2	26.4	55.0
End of the Fourth Plan (1970-71)	20.0	12.0	32.0	100.9	66.2	84.3
End of the Fifth Plan (1975-76)	24.0	20.0	44.0	106.6	98.3	102.6
End of the Sixth Plan (1980-81)	30.0	25.0	55.0	124.2	114.3	119.5

5. It will be seen from the above that very big efforts for expansion will have to be made, all along the line, in the Fourth, Fifth and Sixth Plans. The additional enrolment in the Fourth Plan will have to be of the order of 13.4 lakhs (of which about 8 lakhs would be girls). This implies an effort of twice the magnitude of that made in the Third Plan. This is, however, the minimum effort needed and, in the opinion of the Committee, the Fourth Plan is the most crucial for the expansion of primary education. In the Fifth Plan, the additional enrolment expected remains the same (12 lakhs) and that in the Sixth Plan is a little less (11 lakhs). It must be remembered, however, that the effort required to enrol additional children increases very greatly as we near the saturation point. Consequently, the effort required to secure the needed expansion in terms of money and personnel would tend to increase in the Fifth and the Sixth Plan as well.

6. The problem will ease out beyond the Sixth Plan because the additional enrolment required would only be to cope up with the growth of population—about one lakh per year. In other words, once the goal of providing universal education in the age-group 6-11 is reached, further effort for expansion of primary education will be reduced by about 60 per cent.

7. *Targets (Age-group 11-14)*:—With regard to the agegroup 11-14, the position in Rajasthan is a little better than that for the age-group 6-11. But even then, it will not be able to provide universal education in the age-group 11-14 by 1981 as the advanced States propose to do. In Rajasthan, this programme can be implemented only by 1985-86 or the end of the Seventh Plan at the earliest. We, therefore, feel that the target for enrolment in the age-group 11-14 should be only 50 per cent by the end of the Fifth Plan (1975-76) and 75 per cent by the end of the Sixth Plan (1981). On these assumptions, the enrolment in classes VI-VIII in

Rajasthan from the First to the end of the Sixth Plans would be as shown in the following table :—

TABLE No. 2 :—Total Enrolment in classes I-VIII and the Percentage of School Going Children in the age-group 11-14 from 1950-51 to 1980-81.

Year	Total enrolment (in lakhs) in classes VI-VIII			Percentage to population in age-group 11-14		
	Boys	Girls	Total	Boys	Girls	Total
1950-51	0.52	0.09	0.61	8.9	1.6	5.4
End of First Plan (1955-56)	0.96	0.11	1.07	15.3	2.0	8.9
End of Second Plan (1960-61)	1.79	0.28	2.07	24.1	4.1	14.4
End of Third Plan (1965-66)	3.20	0.80	4.00	37.1	9.9	24.1
End of Fourth Plan (1970-71)	5.20	1.80	7.00	50.6	18.8	35.3
End of Fifth Plan (1975-76)	8.00	3.50	11.5	65.5	31.6	49.9
End of Sixth Plan (1980-81)	12.50	7.00	19.5	91.5	56.7	75.0

8. It will be seen from the above that the additional enrolment in classes VI-VIII in the Third Plan was about 2 lakhs. This will increase by 50 per cent to about 3 lakhs in the Fourth Plan. In the Fifth Plan, it will increase still further by another 50 per cent and rise to 4.5 lakhs. In the Sixth Plan, a much larger effort is proposed because, by this time, universal education would have been provided in the age-group 6-11 so that larger resources would be available to develop education in the age-group 11-14. In spite of these tremendous efforts, however, it will not be possible to provide universal education in this age-group earlier than 1985-86. The targets proposed here for the Sixth and Seventh Plans are obviously ambitious; and one need not be surprised if the attainment of the goal gets postponed to 1990.

9. *Some Radical proposals:*— It will be seen from the foregoing discussion that, on the traditional basis, the progress of elementary education in Rajasthan is not likely to be very fast. If universal education till the age of 14 is to be provided only by 1985 or 1990, it will take still another 10-20 years to liquidate mass illiteracy. There is such a great urgency to develop the countryside that essential programmes of mass education like provision of compulsory and free education for children or liquidation of illiteracy amongst adults cannot be postponed so indefinitely. The Committee, therefore, felt that it will be worthwhile for the State to try some unconventional approaches to solve this problem. From this point of view, the Committee would like to make the following two recommendations: (i) part-time education and (ii) the double-shift system.

10. *Part-time Education:*— The State may adopt a large-scale programme of part-time education of children in the age-group 9-14. This programme will be of three types.

(a) The first type of the programme would be for those children in this age-group who have never been to school or who have left the school so early that they have again lapsed into illiteracy. The objective of the programme for these children would be to impart literacy and to give broadly that core of skills and information which is imparted to classes I-V.

(b) The second type of the programme would be meant for those children who have completed the primary stage but who are not able to attend the middle schools on a whole-time basis for economic or other reasons. The programme of instruction for this group of children should be drawn up at a higher level and should include the elements of language, general information and some vocational skills on the basis of the work or profession which they have actually undertaken or are proposing to undertake.

(c) If there are some brilliant children who would like to pursue the formal course of studies in classes VI-VIII on a part-time basis and thus qualify themselves for admission to secondary schools, special arrangements should also be made for meeting the needs of such children. This would be a small but a distinct group of these programmes.

11. All these programmes or part-time instruction should be organised on an elastic basis, according to the needs of

children attending. The schools will remain closed, for instance, when they are required to do heavy work, e.g., in harvesting or sowing seasons and the daily sessions would also be short and adjusted to the needs of children. The existing buildings of primary and middle schools can be utilised as also the existing equipment of these institutions. Similarly, the existing teachers in primary and middle schools can also take up this additional work, but for that purpose, a special and suitable allowance is to be paid to them.

12. Special curricula will have to be prepared for these part-time courses and short orientation courses would have to be provided to teachers for conducting them.

13. If these part-time courses are organised on a large-scale, it is possible to bring into schools, either on a full-time or part-time basis, all children in the age-group 6-14 much earlier, i.e. by the end of the Fifth Plan even. The Committee would, therefore, recommend this unorthodox approach to the solution of the problem very strongly. A fairly large-scale beginning may be made in this direction by taking up one Panchayat Samiti area in each district during the Fourth Five Year Plan. In the light of the experience gained, the experiment should be generalised and developed on a large scale in the Fifth Five Year Plan. During 1965-66 itself, a few experimental classes of this type may be started, as advance action, if it is so considered necessary.

14. In support of this recommendation the Committee would like to point out that Dr. Zakir Hussain has recommended very strongly in his Patel Memorial Lectures that universal education may be provided, either on a whole-time or part-time basis, for the age-group 9-14 if we do not have the necessary funds to provide universal education for the age-group 6-14. The experience of countries like China which have provided universal education to all children in a period of ten years also supports the view that, in the early stages of development, recourse would have to be had to part-time education on a very large scale. About two-thirds of the wastage that now occurs in elementary schools is mainly due to the poverty of the children; and if a system of part-instruction can be adopted on a large scale, it will reduce this wastage considerably.

15. *The Double Shift System*:—The financial implications of the order of expansion visualised here - and that is the very minimum--are so great that it may be difficult to find

all the money required. In such a case, the Committee recommends that the double-shift system may be adopted in classes I and II. This will enable the State to increase the pupil teacher ratio at the primary stage and either reduce the cost of the programme or provide a better remuneration to the teachers.

16. *Special measures necessary for the expansion programme*:— If the expansion of primary education, as visualised in the preceding paragraphs, is to be attempted, some special measures would be necessary, in addition to the two indicated above.

17. *Enrolment of Girls*:—The most important part of the expansion is to increase the enrolment of girls. This will need intensive educative propaganda to overcome the traditional prejudices against the education of girls and to popularise co-education, at least at the primary stage. Special steps will have to be taken, from this point of view, in the Fourth and the subsequent plans. Similarly, we will have to prepare a very large number of women teachers; and to that end organise condensed courses for adult women; expand middle and secondary schools for girls, especially in rural areas, organise part-time classes for girls at the middle and secondary stages; and provide amenities such as housing or rural allowances for women teachers working in rural areas. Hostel facilities for girls from rural areas will also have to be provided in connection with middle and secondary schools. As the enrolment of girls and the number of girls' schools increases, steps will also have to be taken to increase the number of women inspecting officers. We do not propose to go into the details of these programmes because the subject has been dealt with exhaustively in the Report of the National Committee on Women's Education, and more recently, in the Report of the Bhaktavatsalam Committee. We broadly agree with the recommendations made in both these Reports and a summary of these is given in Annexure IV.

18. *Free Supply of Text books and Writing Materials*:— One very important programme to increase the enrolment of children in schools is to make a free supply of text books and writing materials. This will help in improving standards and in reducing wastage. Although the programme may be regarded as optional in the early stages of the development of primary education, it becomes inescapable when the last 30 per cent of the children who come from the poorest

classes of the community are being enrolled. In the opinion of the Committee, this stage would be reached in Rajasthan in the Fourth Five Year Plan.

19. The Committee would, therefore, recommend that provision should be made to provide free books, slates and other writing materials to all children in primary schools. The expenditure on this programme can be economised if these books and writing materials are kept in schools in the custody of the teachers and made available to the children during school hours. Such a system has been tried successfully in some countries outside India. In view of our great shortages of paper supply and funds, there is no reason why we should not also try it on a large-scale. It may also be pointed out that this proposal does not mean that no child will have books or writing materials at home. Those parents who can afford this expenditure and who want their children to do home work, can certainly buy textbooks and writing materials at their own cost.

20. *School Meals*:—Rajasthan has already started, with the help of CARE, a programme of providing milk to school children. At present, about one million children are covered under the programme of midday meals which is operated by the Development Department. We recommend that this programme should be expanded to the extent possible in the Fourth Plan. The content of the meal should also be enriched by the addition of some food, either collected locally or received from abroad through free gifts. This is a programme in which the local community has to be interested and steps to that end should be taken right from now. The ultimate objective should be to provide a school meal a day to every child. Even if this were not possible, we should attempt to provide a school meal for at least all the poor and needy children (who would be about 30 per cent of the total enrolment).

21. *Education of the Scheduled Castes and Scheduled Tribes*:—Rajasthan has a very large proportion of Scheduled Castes and Scheduled Tribes (28.1 per cent of the population according to the Census of 1961). At present, the enrolment of children from these two classes is not proportionate to that from the other communities. For instance, in 1962-63, the total enrolment of the Scheduled Caste children in primary schools was only 93,756 which works out at 8.5 per cent of the total enrolment in primary schools. This ought to have been 16.6 per cent which is the proportion of the Scheduled

Caste population of the state to the total population. Similarly, the total enrolment of the Scheduled Tribes in primary schools in the same year was 63, 518 or 5.7 per cent of the total enrolment in primary schools. This ought to have been 11.5 per cent which is the proportion of the Scheduled Tribes' population to the total state population. At the middle school stage, the position is still worse. For instance, in 1962-63, the total number of Scheduled Caste children in the middle schools was 21079 or 5.3 percent of the total enrolment in middle schools as against 8.5 per cent of the enrolment at the primary stage, and the total enrolment of Scheduled Tribes children in the middle schools was 6,735 or 2.0 per cent of the total enrolment as against 5.7 per cent at the primary stage. This shows that the wastage among the Scheduled Castes is much greater than in the other communities and that among the Scheduled Tribes is extremely high. If universal education is to be provided, special efforts will have to be made to bring into schools all children belonging to Scheduled Castes and Scheduled Tribes and to retain them there till they reach the prescribed age (14 years). The special programmes that are needed for the enrolment of the Scheduled Castes are two (1) social programmes for removing any element of untouchability that might still be lingering in some rural areas and (2) programmes intended to overcome economic handicaps such as the provision of school meals, free supply of textbooks and writing materials, free school uniforms and part-time instruction. Similar measures will also have to be adopted for the Scheduled Tribes. In addition, efforts are needed to prepare teachers for these areas and to provide them with the necessary amenities to live and work in the difficult and inaccessible places where these communities usually live. Residential schools like the Ashram Schools would also have to be established. The Dhebar Commission has made a detailed study of the problems of education of the Scheduled Tribes and made several recommendations with which we broadly agree. We suggest that the State Government should make a special provision in the Fourth and subsequent Plans, for the expansion of education among the Scheduled Tribes through programmes of the type recommended by the Dhebar Commission, whose principal recommendations are given in Annexure V. We also recommend that voluntary organisations in Rajasthan who are working for the amelioration of the tribal people should be encouraged and assisted to concentrate on their educational development.

22. **School Uniforms** :—It is also necessary to encourage the adoption of school uniforms at the primary and middle school stages, The State should, therefore, prescribe a very

simple uniform which would be within the competence of most parents. For the children of poor parents, some sort of a subsidy will have to be given to enable them to have school uniforms. The Committee feels that a programme to this end should be started in the fourth Plan.

23. *Legislation* :—It is true that expansion has to be secured mainly through propaganda, persuasion and assistance to overcome economic difficulties. But even when all these methods are employed to the fullest extent possible, recourse to penal action is necessary in some cases at least. The Committee, therefore, welcomes the decision of the State Government to pass a Compulsory Education Law. We recommend that this Law should be introduced in a few selected areas as early as possible. In the light of experience gained, it might be extended to all parts of the State in due course.

24. *Removal of regional imbalances* :—The fundamental objective of the programme of universal education is to provide equality of educational opportunity. At present, the principle inequalities of educational opportunity at the elementary stage can be attributed to three causes, social, economic and regional. In so far as social inequalities are concerned, these are found in the gap that now exists between the education of the boys and girls or between the education of the advanced communities as against that of the scheduled castes and scheduled tribes. In so far as economic inequalities are concerned, these exist between the middle and upper classes on the one hand and the poorer classes consisting of landless labourers, etc. on the other. The third group of inequalities, the regional inequalities, can be seen as between urban and rural areas and, even in the rural areas, as between one district and another. From the Fourth Plan onwards, intensive and conscious efforts will have to be made to remove these inequalities and to provide equal educational opportunity for all children through a programme of universal, free and compulsory education.

25. We have already dealt with the manner in which inequalities of educational opportunities between poorer and richer sections of the community, between boys and girls, or between advanced and the backward classes can be eliminated. We shall, therefore, now turn to the examination of the regional inequalities.

26. In so far as imbalance between urban and rural areas is concerned, we note three distinctive features. (1) The rural people are now expected to contribute to the development of primary education in their areas while the urban people, who are obviously richer, are exempted from similar payment.

(2) The expansion of elementary education in urban areas is far more pronounced than in rural areas. This is particularly so in respect of girls. Even the backward classes living in urban areas are largely exempted from the handicaps to which they are generally subject in rural areas.

(3) The quality of urban schools, is by and large, better than that of rural schools, partly because the physical facilities provided are better but mainly because teachers of a better quality are available for urban schools.

We shall have to take steps, from the Fourth Plan onwards, to remove these inequalities to the extent possible.

27. The most important form of regional inequality is the uneven development of education in the different districts of the State. Annexures VI and VII give detailed statistics (for 1961-62) about the enrolment in classes I-V and VI-VIII separately for each district and also the percentage of this enrolment to the total population of children of school-going age. Some important conclusions can be drawn from these statistics: (1) In so far as the age-group 6-11 is concerned, the average percentage of enrolment of children for the State as a whole is 41.7. In the age-group 11-14, it is 18 (These percentages are on the basis of the unadjusted figures of 1961 Census). (2) Some districts of the State are above the average in both the age-groups. These are Ajmer, Alwar, Jaipur, Bikaner, Jhunjhunu, Jodhpur, Kotah and Bharatpur. This is comparatively the more advanced area of the State. (3) In both the age-groups, certain districts are extremely backward. For instance, the districts of Barmer, Jalore, Jaisalmer are at the lowest rung of the ladder. The districts of Tonk, Banswara, Bhilwara and Udaipur are only a little better, but on the whole, very backward still.

It will be seen that those areas of the State which are covered with forests or are included in the desert tracts or are bound in the population of scheduled castes and scheduled tribes, are generally backward. The more fertile north-eastern parts of the State are the most educationally advanced,

28. During the Fourth and subsequent Plans, special efforts will have to be made to see that the backward areas are assisted to be on par with the more advanced ones. For this purpose, a programme of equalisation grants will have to be introduced. These will be discussed in detail a little later in the Section devoted to Educational Finance.

29. *Educational Survey and the Preparation of Development Plans* :—In order to equalise educational opportunity and to provide universal and free education for all children, it is necessary to revise the Educational Survey of the state carried out in 1957 and prepare developmental plans for elementary education in each Panchayat Samiti area and in each district.

30. The Educational Survey of 1957 served a very useful purpose. But it had some defects which have since come to light. In the first place, it was conducted mainly through an official agency and non-official view points were not or could not have been consulted. This has created problems while implementing the findings of the Survey through democratic bodies like the Panchayat Samitis. Secondly, the targets assumed for the 1957 Survey will now have to be revised partly because of the expansion already reached and partly because of the ultimate goal of providing free and compulsory education for all children till the age of 14 years. The Committee, therefore, recommends that the State should carry out another Educational Survey of the rural areas from the point of view of all school education primary, middle and secondary, as on 31st March, 1965.

31. In the revision of this Survey, the Panchayat Samitis and Zila Parishads should be fully involved. There should be a special Education Officer in each district. He should prepare plans for the district as a whole, on the broad principles laid down by the State Government. This plan should be communicated to and discussed by every Panchayat Samiti in the district and again by the Zila Parishad. In the light of the suggestions that may be made in this behalf, the Survey should be revised and its proposals finalised.

32. At present, political pressures are too powerful in determining the location of schools and these have led to considerable ineffective and wasteful expenditure. It is, therefore, necessary to take steps to see that such pressures are avoided to the extent possible. The Committee, therefore, recommends that, as in the British Education Act of 1914, a

statutory provision should be made in the Rajasthan Panchayat samitis and Zila Parishads Act for holding of Educational Surveys, for their periodical revision and for location of schools-primary, middle and secondary-in accordance with the approved Survey. The broad outlines of the procedure prescribed in the British Education Act, 1944, is as follows ;—

- (1) The local Education authority of the area prepares a comprehensive survey of the primary, middle and secondary schools needed in its area in view of the expansion already reached and likely to be reached in the next 10-15 years. (In Rajasthan, this function will have to be entrusted to the Education Officer).
- (2) The survey thus prepared is then published for general information and comments of all concerned are invited. (in Rajasthan, this stage will imply consultation with the Panchayat Samitis and Zila Parishads).
- (3) After considering any objections received, Government finalises the survey. (No change is needed).
- (4) All schools proposed to be established and developed will be in accordance with the Education Survey as approved by Government.
- (5) If any change is to be made in the Educational Survey, the proposal will have to be made either by the Zila Parishads and Panchayat Samitis to Government or finalised by Government after consulting the Zila Parishads and Panchayat Samitis. In short, the procedure for any revision of the approved survey will be more or less the same as for the original survey.

The Committee feels that if such procedure is laid down either by an amendment of the Act or by executive orders, the development of education in the rural areas will be systematic and a good deal of wasteful overlapping which now occurs can be avoided.

CHAPTER IV

A Perspective Plan for the Development of Elementary Education in Rajasthan (1966-76)

Programmes of Qualitative Improvement

In the preceding Chapter, we discussed broadly the main programmes of expansion of elementary education over the next three plans. But the Directive of Article 45 of the Constitution is *not* merely quantitative in concept. It is also qualitative and implies that the State should provide *good* elementary education for *every* child till it reaches the age of 14 years. The programmes for the qualitative improvement of elementary education are, therefore, as important as, or even more important than, those of quantitative expansion. In this Chapter, therefore, we shall discuss the programmes of qualitative improvement which, as we pointed out in Chapter II, have been generally neglected in the first three Plans.

2. For purposes of convenience, we shall divide the discussion of these programmes into the following eight sections:

- (1) Remuneration, old-age benefits and service conditions of elementary teachers;
- (2) General education of elementary teachers;
- (3) Professional training of elementary teachers-both pre-service and in-service;
- (4) Programmes of student-aid and welfare;
- (5) Improvement of curricula and teaching methods with special reference to the problem of Basic education;
- (6) State Institute of Education;
- (7) Buildings, playgrounds and school farms; and

(8) Equipment, with special reference to reading materials for children.

3. The problems of community co-operation, administration and supervision are very important and have a large bearing on the quality of education. These will, however, be dealt with in Chapter V, when we shall examine the transfer of primary schools to Panchayati Raj Institutions.

TEACHERS

4. The teacher is the most important factor in raising educational standards. We shall, therefore, first discuss all aspects of the problem relating to teachers.

5. *Remuneration, Old-Age Benefits and Service Conditions of Elementary Teachers*:—As we pointed out earlier in Chapter II, the remuneration of elementary teachers in Rajasthan is good and compares favourably with that in other States. When the percentage of trained teachers increases and every teacher matriculate and trained, the average salary of the elementary teachers will rise considerably higher, even with the existing scales of pay. This does not mean, however, that no further improvement is needed in the scales of pay of elementary teachers. In fact, some improvement is necessary even at constant prices; and since they are rising, the scale of pay will have to be revised at least to compensate the teachers for the rise in the cost of living. We do not think, however, that it is possible for us to say what exactly should be the increased pay for the elementary school teachers in Rajasthan. We, however, feel certain that the State Government, which has been very fair to the teachers in the past, will also continue to be so in future and will revise the scales of pay of elementary teachers adequately as the needs arise. We would merely state the following principles which will have to be kept in view in making these revisions:—

- (1) The scale of pay to be given to elementary teachers would have to be commensurate with the improvement in their qualifications which we are suggesting.
- (2) They will have to be revised from time to time to compensate the elementary teachers for the rise in prices;
- (3) They will have to be revised in order to give the teachers the benefit of all increase in national income;

- (4) They will have to be raised with a view to attracting a better type of individuals to the teaching profession; and
- (5) The scales of pay of elementary teachers would have to be on a par, by and large, with those of other professions which need personnel with comparable qualifications and responsibility.

6. All teachers in the service of Government or of the Panchayat Samitis are entitled to the same pensionary benefits. This is an ideal arrangement and should continue. For the elementary teachers in private schools, however, there is only a provident fund. We recommend that a triple-benefit scheme on the lines of the Madras State should be introduced for these teachers. Since the number of such teachers is very small, the additional cost involved will not be very great and the reform can be adopted immediately.

7. *General Education of Elementary Teachers.*—At present, matriculation is the minimum qualification prescribed for elementary teachers in Rajasthan. This should continue. In this respect, Rajasthan is ahead of several States in India.

8. For some time to come, exemptions will have to be allowed in the case of women teachers and teachers required to work in the desert areas for whom the passing of the middle school is the minimum standard required. While the Committee recognises the need for this relaxation, it is still of opinion that such relaxation cannot but affect the standards adversely. The Committee, therefore, recommends that early steps should be taken to encourage women and the persons in the desert and difficult areas of the State to be matriculates by grant of stipends or by the establishment of new schools in selected localities. Even for those who join the service after passing the middle school, there should be a programme of in-service education and of correspondence courses which would help them to become matriculates at an early date. This programme should be undertaken and conducted by the State Institute of Education. The effort of the State Government should be to see that the necessity to recruit non-matriculate teachers disappears as early as possible and by the end of the Fourth Plan at the latest, and that every non-matriculate teacher recruited to service is assisted to become a matriculate within a period of five years.

9. The Study Group on the Training of Elementary Teachers in India has suggested that, where middle-passed teachers have to be recruited for elementary schools, they should be given a total training of three years (as against two years for matriculates) and that this total period of training should be divided into two parts—one of two years and the other of one year. This recommendation is also worthy of consideration and may be kept in view by the State Government.

10. The Committee was happy to find that a fairly large number of matriculate teachers study privately and become graduates. The number of graduate teachers working in elementary schools is thus increasing. This is a happy trend and should be encouraged. As salaries of teachers improve on the one hand and the production of graduates increases on the other, more and more graduate teachers would be available to work in primary schools and particularly in middle schools. The committee, therefore, recommends that all encouragement should be given for the employment of graduates in primary and middle schools. By the end of the Fourth Plan, the Headmaster of every primary school with more than 150 children should be a graduate. This limit on enrolment may be reduced to the extent possible in the Fifth Plan. At the Middle school stage, the Headmaster is a graduate even today. By the end of the Fourth Plan, we should try to provide at least two graduates for every middle school. In West Bengal about 60 percent of the teachers working at the middle school stage are graduates. There is no reason why similar developments should not be attempted in Rajasthan. The policy should be to increase the proportion of graduate teachers in middle schools to the extent possible so that the difference in standards which we now find in the middle departments of secondary schools and the upper classes of middle schools will tend to disappear.

11. It is true that these policies will involve the Government in a much larger expenditure on salaries of teachers. This will be off-set to some extent by the larger pupil-teacher ratios we have proposed. But even if it is not so off-set, the expenditure is fully worthwhile.

12. *Training of Elementary School Teachers (Pre-service):—* Probably the most important qualitative programme at the elementary stage is to provide adequate and high level professional training to elementary school teachers. In this regard, as pointed out in Chapter II, the position in Rajasthan is far from happy and it has also deteriorated to some

extent in the Third Five Year Plan. The Committee, therefore, feels that the greater emphasis will have to be placed on the training of teachers in the Fourth and subsequent Five Year Plans.

13. The following targets are suggested for the pre-service training of elementary teachers in Rajasthan :—

- (1) By the end of the Fourth Five Year Plan, the facilities for teacher training should be so expanded that the annual output of trained teachers is about equal to the additional annual demand for teachers. This will make it possible to recruit only trained teachers from the Fifth Five Year Plan onwards.
- (2) The existing backlog of untrained teachers in service should be cleared by the end of the Fourth Five Year Plan through a programme of in-service training, and especially through the provision of correspondence courses.
- (3) The duration of the training course, which is one year at present, should be increased to a minimum of two years. This should be done when the percentage of trained teachers reaches about 90.
- (4) The training institutions should be carefully planned to cover all the areas in the State. For this purpose, the district should be taken as a unit and the attempt should be to train, as far as possible within the district itself, all the teachers required to meet the needs of the district.
- (5) Since bigger training institutions are more efficient and economical, the size of every training institution should be raised to 200 and, wherever possible to an even higher enrolment.

N. B.—If the targets at (1) and (2) above are reached at the end of the Fourth Five Year Plan, every teacher in service would have been trained and every new teacher to be recruited would necessarily have received training. This is a situation which now obtains in Madras, Kerala and Punjab and it will also be reached in Maharashtra at the end of the Fourth Plan. There is no reason why Rajasthan also should not reach that stage by the end of the Fourth Plan.

- (6) No money should be spared in providing adequate buildings and equipment and other facilities to training institutions with a view to improving their standards.
- (7) The scales of pay of the staff of training institutions should be revised. They should be comparable to those of teachers in higher secondary schools and, if possible, even better in view of the large volume of work involved in training institutions and the absence of private tuitions, which teachers of higher secondary schools usually get.
- (8) The pupil-teacher ratio in training institutions should be not more than 1.15 and preferably 1:12.

14. We have tried to make a rough estimate of the additional teachers required for elementary schools and find that Rajasthan will have to provide, by the end of the Fourth Plan, about 25,000 seats in training institutions for elementary teachers as against about 8,000 at the end of the Third Five Year Plan. This is a very tremendous expansion indeed; but it is the minimum required as the following calculations will show :—

- (1) The enrolment at the primary stage will rise from 18.6 lakhs in 1965-66 to 55 lakhs in 1980-81. This implies an increase of 36.4 lakhs in a period of 15 years or 2.4 lakhs per year on an average. At 40 pupils per teacher, the primary schools alone will need 6,000 teachers per year for additional enrolment.
- (2) In the middle schools, the enrolment will rise from 4 Lakhs in 1965-66 to 19.5 lakhs in 1980-81. This will mean a total increase of 15.5 lakhs in a period of 15 years or about 1.03 lakhs every year. At 30 pupils per teacher, the middle schools will, therefore, need about 3,400 teachers per year.
- (3) At the end of Third Five Year Plan, the total number of teachers in service in elementary schools will be 60,000. The number of teachers required for replacement would, therefore, be about 2,000 annually (at about 3 per cent).

- (4) The total number of additional teachers required every year for replacement as well as for new enrolment would thus be 11,400. In order to get this number of teachers (Subject to a wastage of 10 per cent) in a course of two years, the total number of seats needed in the training institutions would have to be 25 000.

15. The following table shows how this expansion of training institutions can be planned on a district-wise basis:-

Existing and Proposed Number of Seats in Training Institutions for Elementary Teachers

Sl. No.	District	Total Population according to 1961 Census in thousands	Number of Existing Institutions	Seats in Existing Training Institutions	No. of Seats in Training institutions required according to Plan	Additional seats required
1.	Ajmer	976	7	840	1220	380
2.	Alwar	1090	2	240	1312	1072
3.	Bharatpur	1150	5	600	1402	802
4.	Jaipur	1902	12	1440	2328	888
5.	Jhunjhunu	720	6	720	900	180
6.	Sikar	820	—	—	1025	1025
7.	Sawaimadhopur	944	3	360	1180	820
8.	Tonk	498	3	360	622	262
9.	Bikaner	445	2	240	556	316
10.	Churu	659	2	240	821	581
11.	Ganganagar	1037	3	360	1296	936
12.	Barmer	650	1	120	812	692
13.	Jaisalmer	140	—	—	175	175
14.	Jodhpur	886	4	480	1107	627
15.	Jalore	547	1	120	684	564
16.	Nagaur	935	1	120	1132	1012
17.	Pali	806	1	120	1008	888
18.	Sirohi	352	1	120	440	320
19.	Kota	818	2	240	1060	820
20.	Bundi	338	1	120	422	302
21.	Jhalawar	491	1	120	619	499
22.	Banswara	475	1	120	594	474
23.	Bhilwara	866	3	360	1082	722
24.	Chittorgarh	748	1	120	935	815
25.	Dungarpur	407	1	120	509	389
26.	Udaipur	1427	5	600	1759	1159
TOTAL		20,156	69	8,280	25,000	16,720

16. Since the total number of seats required in training institutions is 25,000 and the total population of the State is 2.01 crores, the basis for planning works out at one seat in a training institution for every 800 of the population. The total number of seats allocated to each district has been fixed on this basis.

17. We recommend that the State Government may prepare, on the broad outline indicated above, a detailed plan for the expansion of existing training institutions and for the establishment of new ones. The programme should be undertaken immediately in the Third Plan itself as advance action and should be continued and completed in the Fourth Plan.

18. Regarding the pay scales for teacher-educators, we feel that these should be made equal to the teachers in higher secondary schools. For instance, the Headmaster of a higher secondary school and that of a teacher training institution should have the same scale of pay. The assistant teachers in training institutions should also have the same scale of pay as the senior teachers in higher secondary schools. As we have stated earlier, the staff of the training institutions has to work harder and they also do not get private tuitions. We, therefore, recommend that the staff of the training institutions should be given the allowance of Rs. 30/-P.M. which the Inspecting Officers now get in addition to their pay.

19. *Training of Elementary School Teachers (In-service):*—The problem of in-service training is even more important than that of pre-service training. Unfortunately, there is hardly any provision for in-service training of elementary school teachers in India at present. A beginning to provide this will have to be made in the Fourth Plan. We recommend that the State should draw up a comprehensive programme for the inservice training of teachers, introduce it on a fairly large scale in the Fourth Plan and develop it intensively in the Fifth Plan when it would have already completed the task of expanding the programme of pre-service training.

20. There will be a large backlog of untrained elementary teachers in Rajasthan at the end of the Third Five Year Plan this is estimated at about 18,000. High priority will have to be given to the programme of training these teachers. For this purpose, we recommend that courses of shorter duration, varying from six months to a year, should be organised on as large a scale as possible. We also recommend that, as an experimental measure, the State Government should organise, through the State Institute of Education, programmes of

correspondence courses for untrained teachers in-service. These could be expanded in the light of the experience gained. The Ministry of Education is drawing up a scheme for such correspondence courses and funds for its implementation are also being provided in the Centrally-sponsored sector. We suggest that, as soon as the necessary sanctions are received, the scheme should be launched in a big way.

21. Once this backlog of untrained teachers is cleared, two problems of in-service training will remain:—

- (1) A large number of teachers in service would only have received one year's training whereas the new trained teachers that will come out from the Fifth Plan onwards would have received a two-years training. There would thus be a difference in the academic level of these two groups of teachers and it is desirable to eliminate it as early as possible. We, therefore, recommend that, in the Fifth Plan, correspondence courses should be provided for teachers, who have already been trained for one year to enable them to complete the second year of training which would then have been introduced.
- (2) A regular programme of periodical in-service training would have to be introduced, under which every teacher in-service, shall get about 2-3 months in-service training in every five years of service. The development of such a comprehensive programme cannot be undertaken immediately and it will probably have to wait for the Sixth Plan. But some beginning in this direction can be made right from now. The Extension Services Departments which are now being established in training institutions mark a good beginning. Some programmes of the same kind can be organised by the State Institute of Education, and if properly guided, the inspecting officers can provide good in-service training to teachers as part of their academic and routine work. These methods, and particularly the last, will have to be explored to the full. We suggest that refresher course of at least a week should be organised for all teachers in service and conducted with the help of inspecting officers in the Fourth Plan; and the programme should be expanded still further in the Fifth Plan.

22. *Production of Education Literature* :—The in-service training of teachers through correspondence education or the attempts by teachers at self-improvement will succeed only if there is a good deal of literature available in Hindi, which the elementary teachers can use to improve their competence. Not much literature of this type is available at present. One of the main functions of the State Institute of Education is to produce this literature and we recommend that this programme should be highlighted in the Fourth Five Year Plan. If a large number of books on different aspects of education can be prepared in Hindi and put on the market, they will be available, not only to the elementary teachers, but even to those members of the public and office-bearers of the Panchayati Raj institutions, who are interested in education. Such literature will, therefore, greatly assist to raise the standards of education all round.

23. *Programmes of Student Aid and Welfare* :—Next in importance to the qualitative improvement of teachers come the programmes of student aid and welfare. These include the provision of school meals and health services, free supply of textbooks and writing materials, free school uniforms and in deserving cases, scholarships or other financial assistance, particularly at the middle school stage. We have dealt with these programmes in the preceding chapter because they are also essential for expansion of elementary education. We would like to point out, however, that these are qualitative programmes as well and will also assist in raising standards. Our recommendations regarding them have, however, been already included in the preceding Chapter and they need not be repeated again.

24. *Improvement of Curricula and Teaching Methods with Special Reference to the Problems of Basic Education* :— It is generally agreed on all hands that the traditional type of elementary education, which was predominantly academic in character and bookish in content, will not meet the requirements of the modern society, we desire to create in India. The bulk of the people will have to work with their hands to produce wealth; and educated people should really be able to work better with their hands and to produce more wealth. This is what happens in all the advanced countries of the West. But in India, owing to our peculiar traditions, an educated man is not expected to work with his hands and the more educated he is, the less inclined is he, to do manual labour. In such a society, where the general ethos is against manual labour, the spread of education can only result in a decrease of productivity. This is a great danger to society as a whole and it was

to prevent such a development that Mahatma Gandhi put forward his scheme of basic education. We believe that the fundamental principle underlying the scheme, viz, that work is noble and dignified and that men have to be educated to work better and more efficiently with their hands, is fundamentally sound. The reform of elementary education in the next fifteen years will have to be broadly organised on the basis of this principle.

25. Why is it that the scheme of basic education has not worked well in spite of the essential soundness of its principles and in spite of the support it has received so far from the Central and the State Governments? How can we modify the system so as to make it more practical and adaptable? These are important problems and our recommendations regarding them are as follows :—

(1) It was a mistake to begin the scheme at the primary stage, where the numbers involved are extremely large and are increasing annually at a frightening rate. The number of teachers required at this stage is also very large and it is next to impossible to get primary teachers of the right calibre in adequate numbers. What should really have been done at this stage is to prescribe a comparatively easier programme of hand-work or simple crafts. But this was not done and the targets adopted were set so high that they could not be reached. Fortunately, these defects have been remedied and the programme of 'orientation to basic pattern' has been formulated recently, thanks to the imaginative approach of Shri G. Ramchandran. Under this programme, all the good elements of basic education (except craft) have been introduced in primary schools and hand-work or simple crafts have been added. We strongly support this programme and recommend that it should be adopted universally at the primary stage.

(2) It is our general experience that children become averse to manual work, not at the primary stage, but at the middle school and secondary stages or in the age-group 11-17. We, therefore, feel that the right stage where these tendencies to denigrate work are to be checked is the age-group 11-17. It is, therefore, necessary to introduce a craft on a compulsory basis in all middle schools and even in

all secondary schools (in classes IX and X). If this can be done, the main objective of the scheme of basic education would be realised.

- (3) It has been assumed that every primary teacher can also teach craft. This is not possible except in the case of a few gifted individuals. Whereas every teacher can teach simple hand work at the primary stage, not everyone is qualified or gifted to teach the high level of craft skill which is needed at the middle school or secondary stages. We, therefore, feel that it is necessary to appoint specially trained teachers of craft and to supply good tools and equipment (and also raw materials), if the teaching of craft is to be done at an appropriate level of efficiency. For several years to come, it will be possible to secure these conditions in middle and secondary schools, but not in primary schools. Moreover, at these stages the children are older and able to work better. The wastage involved is consequently much less.
- (4) We also feel that too much is made of the concept of correlation, and that too much emphasis is placed on the introduction of spinning and weaving as a craft. We think that this emphasis on correlation should, therefore, have to be abandoned and that greater emphasis should be placed on the teaching of agriculture.

26. As we have stated above, the main task before us is to change the general ethos of our society where education is considered to be antithetical to manual work and where an educated person refuses to work with his hands. This attitude cannot be changed at all by working at the primary stage only. In fact, social attitudes are set, *not* in elementary schools, but in the universities and then they get copied all down the line. The attempt to change the social ethos, therefore, would have to be made essentially at the university stage. We, therefore, feel that a good deal of camping, social service and manual work should be introduced at the university stage also. This will change the attitudes of the college students and the college teachers. In its turn, it will have the effect of changing the attitudes of the students of secondary schools and teachers. The thread may then be easily picked up in the primary stage without any difficulty.

27. To sum up, our recommendations for the adoption of the scheme of basic education would be the following:—

- (1) At the primary stage (age-group 6-11), there should be no attempt to introduce the teaching of a craft and to emphasise its teaching. In classes I and II, we need not attempt anything more than the introduction of activities. This would be almost inescapable in view of our decision to adopt the double-shift system in these two classes on financial grounds. In class III to V, all that we should attempt is the introduction of hand work and simple crafts like kitchen gardening. In fact, we would sum up the education at the primary stage as including (i) a thorough inculcation of the basic tools of learning—reading, writing and arithmetic; (ii) the development of proper habits, an education in citizenship and a programme of general information related to the social and physical environments of the child; (iii) plenty of activities, curricular and co-curricular; (iv) hand-work or kitchen-gardening; and (v) a much greater emphasis on artistic and aesthetic activities such as painting, music and dancing than what is provided at present. In our opinion, such a programme will be all that is necessary to provide the necessary skill in the manipulation of fingers and hands and to lay the foundation of a programme of craft education proper which is to follow at a later stage.
- (2) In the middle and the secondary schools (from Class VI to Class X), the learning of a craft should be made compulsory. At this stage the numbers to be dealt with are small. It would, therefore, be possible to appoint special teachers for crafts, to provide the necessary equipment, to exercise proper supervision and to see that the teaching and learning of the craft is done efficiently. The wastage can be kept to the minimum at this stage and productivity would also be very high. There is no doubt that the proper teaching of a craft at this stage would certainly bring in return something more than raw material and the maintenance of equipment (including depreciation).
- (3) At the university stage also, a good deal of camping should be introduced in which students should

be required to do manual and productive work. This would continue to foster attitudes which were built up earlier at the middle and secondary stages.

28. *Teaching of Science* : Another subject of the curriculum which needs special attention is the teaching of science. The revaluation which we want to introduce in India in the social and economic spheres can only be possible through the development of science and technology. We must, therefore, strive our best to strengthen the teaching of science at all stages and this must be a top priority programme for the next fifteen years

29. It has to be remembered that the teaching of science does not merely imply the giving of information regarding scientific matters. It is not also enough to teach a few skills in scientific matters such as the performance of prescribed experiments. What is needed, is to build up the natural curiosity of children and make them take interest in natural and social phenomena around them. It is also essential to build up scientific attitudes which are rational, empirical and secular. These fundamental objectives of science education will have to be kept in view in framing curricula and adopting teaching methods for elementary schools.

30. In order to strengthen the teaching of science at the elementary stage, the first requisite is to prepare properly qualified teachers of science. Equipment is necessary, but is not the first requisite. Given a good teacher, he can put across a good programme of teaching science with such simple materials as are locally available. In order to keep the costs down, therefore, it is necessary to concentrate on the training of teachers of science for the elementary stage.

31. In this connection, we would like to make a rather unorthodox and radical recommendation. At present, the teaching of different subjects is not organised on a subjectwise basis at the elementary stage, i. e., either at the primary or at the middle school stages. We do realise that it is not possible (nor even necessary) to teach the curricula according to subjects at the primary stage. But we see no reason why the teaching at the middle school stage should not be done according to the subjects. In fact, there is every advantage to be gained by doing so.

32. If this thesis is to be accepted, it follows that our programme of training teachers for middle schools will also

have to be revised. At the moment, we have a common programme for training teachers for primary as well as middle schools. In future, it may be better to have a general programme of training (of the type we have at present) for primary teachers only and to train the teachers for middle schools specifically for certain subjects as is now done for secondary schools. Every teacher who wants to teach in a middle school should be required to specialise in two (or at the most, in three) subjects included in the curriculum, just as every secondary teacher is required to specialise in two subjects at present. This will make it possible to give him a better knowledge of the subject and also a better mastery over the teaching techniques. If such a system can be adopted, it will be possible to train much better teachers for middle schools than we have at present.

33. Even if this system cannot be adopted for all subjects immediately, we might make a beginning with teachers of English, Science and Craft. These are the three most difficult subjects in the middle school curriculum which need our attention. We may therefore, start by setting aside one training institution in each district which will specialise in preparing teachers for English and Science, and one institution in every Division which will prepare teachers for crafts. The programme should be intensive and highly qualitative; and an attempt should be made to post at least one such specialised subject trained teacher in English and Science and one specialised craft teacher in every middle school. This will take care of the teaching of English, Science and Crafts at that school. As soon as conditions become favourable, more such teachers may be posted to each middle school.

34. *A New Strategy*:—The two recommendations made above, viz., the emphasis on better teaching of compulsory crafts at the middle school stage and the improvement of the teaching of English, Science and craft in the middle schools lead us to a further suggestion on which we lay great emphasis. What we want to recommend is the adoption of a new strategy in the qualitative development of elementary education. At present, classes I-VIII are regarded as *one* unit of elementary or basic education, although it is divided into two sub-units of the primary and middle school stages. Consequently, our programmes of qualitative improvement are generally drawn up for elementary education as a whole. The main difficulty in such an approach is the large numbers

we have to face at the primary stage. Our funds for qualitative improvement are limited, and when applied to the primary stage, they get spread so thinly that hardly any tangible result is obtained. Instead, we should now emphasize the improvement of quality of the middle stage in the Fourth Five Year Plan. Our reasons for this suggestions are given below:—

- (1) The first and the foremost reason has been mentioned already: the large numbers we have to face at the primary stage and for which we have no resources.
- (2) The numbers involved at the middle school stage are still small and manageable. The number of good teachers that we need at this stage will not be very large and can also be obtained
- (3) At the primary stage, there is a good deal of wastage. Of every 100 children that enter class I, only about 35 reach class V. It is true that we have to make an effort to reduce this wastage, but that will take a long time to succeed. In the meanwhile a large part of the funds invested in the improvement of primary education will just be wasted. At the middle school stage, on the other hand, the wastage is extremely small. Consequently, whatever improvement is effected at the middle school stage, will readily climb up to the secondary stage, and thence to the university.
- (4) What is needed to improve our education is a "pincer" movement which would concentrate on the qualitative improvement of middle schools to throw *up* good students and simultaneously concentrate on the development of the postgraduate stage to throw *down* good teachers. This is the only strategy which can be adopted in the meagre resources that are now available.

35. We, therefore, strongly recommend that, in the Fourth Plan, an intensive effort should be made to improve the middle schools, wherever possible, by providing good buildings and equipment to these institutions, by providing good staff, by providing in-service training to the headmasters and assistant teachers and by providing a closer supervision. When this is done, the programme of qualitative improvement can be extended to primary schools in the Fifth Plan,

36. **Even in the Fourth Plan itself, we can take one more step.** Every middle school will be situated in the midst of about 5-10 primary schools. All these schools could be formed into a group with the middle school at the Centre (what we have said here of middle schools will also apply to secondary schools, which have middle school departments). For all these schools, we might set up a committee consisting of Headmasters of the Middle Schools as Chairman and the Headmasters of all the primary schools in the neighbourhood as members. This Committee should be made responsible, under the guidance of the Inspecting Officer for the qualitative improvement of all the schools in the group. Such a programme will immediately make it possible to radiate the qualitative improvement built into the middle schools to the primary schools round-about.

37. **State Institute of Education:—**A State Institute of Education has been established in Rajasthan this year. The primary aim of this Institute is to improve standards in elementary education. Its functions are: (1) to provide in-service training to inspecting officers; (2) to provide in-service training for teacher-educators; (3) to conduct research and experiments; (4) to produce educational literature necessary for teachers and students; and (5) to provide extension services to training institutions and elementary schools. We attach very great importance to the State Institutes of Education. We are also given to understand that these are proposed to be developed in a big way in the Fourth Plan. We recommend that full scope should be given to the development of the State Institute of Education in Rajasthan and that it should be staffed by the best officers from the Education Department. The future qualitative development of elementary education will depend essentially on a leadership in ideas; and this leadership can only come from the State Institute of Education.

38. **Buildings, Playgrounds and School-Farms:—**The problem of buildings is of very great importance. It will also involve a very large expenditure. In order to solve it satisfactorily, we recommend that a non-lapsable fund should be created at the State level for construction of elementary school buildings. Every year, such amounts as the State Government can spare for building purposes, should be earmarked and credited into the fund; and from its balances, grants in-aid, according to rules, should be made available to local communities for construction of school buildings.

39. The State will have to share the larger responsibility of expansion and qualitative improvement, especially with regard to the salaries and allowances, old-age benefits and training of teachers. It is, therefore, in the fitness of things that the primary responsibility for school buildings should be taken by the local community rather than by the State. The State should provide some grant-in-aid, but this would be half or even less than half in most communities. It is only in Adivasi or such other extremely poor and backward areas that the State should assume a proportionately larger responsibility for construction of buildings.

40. It may be desirable to permit the local communities (village panchayats) to levy a special tax, for a specified period, for construction of school buildings. For instance, a village may need a school building costing Rs. 5,000. Let us further assume that the land revenue in this village is Rs. 2,500. The villagers should then have the option to tax themselves in such a way that every person will pay twice the amount of land revenue for the construction of the school buildings, in one or more instalments, in a period of one to three years. If such a decision is taken, all the amount required for the school buildings would be collected in a period of not more than three years, and, as soon as this is done, the tax would automatically come to an end. This method of compulsory tax for short periods has an advantage over the present system of voluntary collections in so far as it compels everyone to pay his share. We, therefore, recommend that this should be given a fair trial.

41. An effort has to be made to reduce the cost of buildings. Even the economy of one rupee per sq. ft. will ultimately lead to a saving of crores of rupees. It is, therefore, recommended that the State should set up a unit for conducting research in reducing the cost of school buildings which should be created at the appropriate level. It should work in close collaboration with the office of the Director of Public Instruction. Any amount spent on the establishment of this unit would be more than repaid by the resulting economy in expenditure on buildings.

42. We have recommended elsewhere that agriculture should be introduced as a craft in all middle schools, or at least in as many middle schools as possible. For this purpose it is necessary to have adequate land attached to the middle schools. From this point of view it may be desirable to organise a large scale programme. In this context, we may refer to a programme, which was undertaken some years ago

in Uttar Pradesh. The then Chief Minister of the State, late Shri Govind Ballabh Pant, made an appeal for donation of land and money for middle schools, and in a short period, donations of about 20,000 acres of land and about 32 lakhs of rupees were raised. With the help of this initial donation, farms have been attached to more than 3,000 middle schools and specially trained teachers in agriculture have been appointed. The scheme is working very well and a brief account of it will be found in Annexure VIII. We strongly recommend that an effort on similar lines should also be made in Rajasthan.

43. The provision of playgrounds is very important. It should be made a responsibility of the local communities in rural and urban areas to provide each school with an adequate playground, to develop it properly and to fence it on all sides. Token grants from State funds may be made available for the purpose, but by and large, this should be regarded as a responsibility of the communities.

44. *Equipment* :—We have already referred to the paucity of equipment in most of the elementary schools and steps have, therefore, to be taken urgently to provide the essential equipment to all the elementary schools. In this connection, we make the following recommendations :—

- (1) When craft is compulsorily introduced in middle and secondary schools throughout the State, one of the programmes to be undertaken should be to prepare equipment needed for schools. If this can be done, a double purpose would be served :—
 - (i) the children would be given instruction in a useful craft; and
 - (ii) the schools will also be provided with some of the equipment needed at cost price.
- (2) A drive for school improvement on the lines of the programme organised in Madras State should be developed in Rajasthan also. Here, each inspecting officer is expected to organise a school improvement conference, once a year, in his beat. The decision is taken sufficiently in advance and each school in the beat then prepares a complete list of the equipment which it has and the additional equipment and facilities which it needs. After the lists are prepared, an intensive propaganda is organised in all the villages of the beat and the people are requested to donate, either in

cash or in kind, for equipping the schools better. A large number of donations are generally received before the day of the conference. On the day of the conference itself, which is presided over by some important person, the lists of donations already received are announced and generally some further donations are also received on the spot. The conference is followed up by intensive propaganda campaign to realise the promises made and to develop the school further. When a suitable occasion arises, the conference is repeated. The Madras State has been able to collect about Rs. 5 crores through such conferences during the last five years. We feel that this is a good movement which has to be adopted in all parts of India. Rajasthan may well take steps to organise it with effect from next year and keep it up throughout the Fourth Five Year Plan.

45. *Classification of Schools* :—In order to measure the progress that is made in improving the quality of elementary schools, we suggest that all the elementary schools should be classified every year, on a five-point Scale-A, B, C, D, E. Norms should be laid down at two levels, the minimum norms (which should be called D) and the desirable norms (which should be called B). The norms should be separate for primary schools and middle schools. Schools, which are better than the desirable norms, should be classified as A. The schools, which fall between the desirable and the minimum norms, should be classified as C; and the schools, which fall below the minimum norms, should be classified as E. The basis for such a classification should be prepared by the State Institute of Education; and, on that basis, the work of each school should be annually evaluated, in the first instance by the teachers themselves, and later on by the inspecting officers. In this way, it will be possible to know the classification of schools into different categories every year and this will give us an idea of the progress achieved and the journey that we have still to make. It will also be possible, on the basis of such a classification, to evolve a programme of assistance under which the schools, which are lower down in the list, would be enabled to climb higher.

46. *Conclusion* :—We have stated above our broad recommendations regarding the qualitative improvement of elementary schools. Before closing the discussion, however, we would like to stress one point. In the first stages of

educational development, the stress is naturally on expansion. But when a certain minimum expansion is reached, the emphasis generally shifts to the improvement of quality. From this point onwards, the stress on quality goes on continually increasing and that on quantity goes on diminishing, untill all children are enrolled in schools. Thereafter, expansion is reduced to the minimum level and almost all the resources available are spent on improvement of quality. A similar development will have to take place in Rajasthan also. In the first three Plans, the emphasis has been, almost exclusively, on quantity. This is but natural. With the beginning of the Fourth Plan, however the emphasis will now have to shift to quality. In the Fourth Plan, the two will have to go on side by side—a large expansion at the primary stage being combined with an intensive qualitative attempt to improve the training of teachers and the middle schools. In the Fifth Plan, the expansion will still continue, but the emphasis on quality will be greater still. And, along with middle schools, attempt would also be made to improve primary schools. In the Sixth Plan, the emphasis on quantity will decrease still further and that on quality will be increased in proportion. It would thus be possible to establish a good system of elementary education in Rajasthan by the end of the Sixth Plan.

CHAPTER V

Administration and Supervision of Elementary Schools with Special Reference to the Transfer of Primary Schools to Panchayati Raj Institutions : (An Evaluation of the Experience Gained).

Almost a revolution was made in the history of primary education in Rajasthan when primary schools were transferred to the management of Panchayat Samitis under the Rajasthan Panchayat Samitis and Zilla Parishads Act, 1956. Government has directed that the Committee should suggest the most suitable form of administrative machinery for the implementation of the perspective plan for the development of elementary education' (as outlined by us in the preceding two chapters) and from this point of view, 'examine the suitability of the Machinery established under the Rajasthan Panchayat Samitis and Zilla Parishads Act, 1959 for the efficient implementation of the large-scale programmes of expansion and improvement visualised in the perspective plan'. As we understand, therefore, Government desires that we should view the problem from two points of view:—

- (1) What has been the actual effect of the transfer of the administration of primary schools to Panchayati Raj Institutions since 1959; and
- (2) Whether this machinery would be able to bear the burden of the large programme of expansion and improvement of elementary education which is visualised in the next three Plans?

We propose to devote this Chapter to the study of this important problem.

2. *Questionnaire and Replies*:— In view of the importance of the subject, we directed a special questionnaire to this problem. In particular, we would like to invite attention to the following two questions which were posed by us in this regard:—

- “6. What is your evaluation of the administration and supervision of primary schools by the Panchayat Samitis in Rajasthan since 2nd October, 1959? In

particular, please state the effect this has produced on the following, amongst others:

- (a) *Teachers*:—attendance, morale, involvement in politics, security and other conditions of service, transfer and postings, disbursement of salaries, quality of recruitment, women teachers, etc.
- (b) *Rate of Expansion of Enrolment*:— Whether it has risen.
- (c) *Supervision of Primary Schools by S.D. Is.*:— Whether the quality and quantity have or have not shown improvement.
- (d) *Standards of Education*:— Whether they have risen or fallen.
- (e) *Public Cooperation*:— Whether this has increased or decreased.
- (f) *Increase in Resources Available*:— Please indicate the details of additional resources brought in by Panchayat Samitis.
- (g) *Guidance Given to Panchayat Samitis by Higher Officers*:— Whether adequate guidance from the Education Officers at the District level and above has been made available and whether necessary action has been taken thereon.

“7. Whether, in view of your replies to question Numbers 5 and 6, you feel that the transfer of primary schools to Panchayat Samitis in Rajasthan:—

- (a) should be abandoned?
- (d) should be continued, more or less on the present lines? or
- (c) should be continued with certain modifications? or
- (d) should be enlarged by transfer of additional responsibilities?

Please give the details of your proposals along with reasons therefor.

In your replies, please state the reasons for your views, with special reference to your personal experiences of the administration by Panchayat Samitis."

3. Of the Vikas Adhikaries who replied to these questions, the majority was of the view that the attendance of teachers had improved under Panchayat Samitis Administration and a marked improvement was also noticeable in the disbursement of salaries. They, however, felt that the moral of the teachers had been adversely affected; that teachers were generally involved in politics; that they did not feel security in their services; and that postings and transfers were often done on political grounds. There was also the view that the quality of recruitment had gone down because elements of favouritism had crept in. On the whole, they felt that the extent of public participation had increased substantially and that the extent of supervision over primary schools had also improved. But they were of opinion that the guidance by superior officers of the Education Department was not adequate; that the increase in financial resources due to contributions from Panchayat Samitis was negligible; and that the standards had, on the whole, fallen, due partly to large-scale expansion and partly to local interference. Seventeen of these officers felt that the experiment should be abandoned; nineteen advised that it should be continued, more or less on the present lines; fifteen felt that it has to be continued with modifications and only three suggested that it should be enlarged.

4. Twenty-five non-officials replied to the questionnaire and of these eleven were elected representative of Panchayati Raj Institutions and fourteen were not so connected with the experiment. Among those who were elected representatives of the Panchayati Raj Institutions, the general view was that the experiment had achieved many good results such as the improvement in the attendance of teachers, regular and quick disbursement of salaries; and greater interest by the local community. They did not generally agree that the morale of the teachers had been adversely affected; nor did they concede that there were many political pressures underlying postings and transfers of teachers or that the standards of education had definitely deteriorated. Their main complaint was that the Department was not taking sufficient interest in the experiment; and, by and large, they pleaded, not only for the continuance of the experiment, but also for its expansion. The position taken in the replies of the fourteen non-officials who were not connected with the Panchayati Raj Institutions

was, however, different. They admitted that the attendance of the teachers had improved and that the disbursement of salaries had become more regular. They, however, felt that the morale of the teachers had been adversely affected; that the teachers were generally involved in politics; that favouritism played a large part in recruitment; that supervision had deteriorated; and that increase in the contribution of Panchayat Samitis was negligible. As many as thirteen out of these fourteen persons recommended that the experiment should be abandoned because there is a large interference in the administration of schools by the office-bearers of the Panchayat Samitis with the result that educational ideas are relegated to the background.

5. Sixty-one Education Extension Officers and S. D. Is replied to the questionnaire. We found that their opinion was over-whelmingly against the experiment. They admitted that the attendance of the teachers had improved and the salaries were disbursed satisfactorily. But they complained that the morale of the teachers had fallen; that teachers were generally involved in politics; that they had lost a sense of security in service and that transfers and postings were done more on political than on educational grounds. As many as thirty-six persons recommended that the experiment should be abandoned; only seven suggested that it should be continued more or less on the present lines; eighteen felt that it should be continued with modifications and only two desired an enlargement of the powers of the Panchayati Raj Institutions.

6. Among the twenty-nine officers of the Education Department, the opinion was also broadly similar. The improvement in attendance and disbursement of salaries was admitted. But the main complaint was the adverse effect on the morale of teachers; their involvement in politics; and loss of a sense of security in service; and frequent transfers affected at the sweet will of political leaders. They strongly felt that supervision had deteriorated and that the standards had generally fallen. Quite surprisingly, however, only nine of these twenty-nine officers have recommended that the experiment should be abandoned. A large majority (twenty persons) were of the view that it should be continued with modifications on the ground that it would be a very drastic step to withdraw the powers once given to a local body.

7. Among the 446 teachers, who replied to the questionnaire, we found what may be described as the most hostile-criticism of this experiment. They all admitted that the

salaries were disbursed regularly. With regard to attendance, however, the majority felt that it had improved while a minority said that the teachers were still irregular in all those cases where they were in a position to establish a satisfactory personal equation with the Sarpanch. Nearly seventy-five per cent of the teachers felt that their morale had been adversely affected and even a larger number was of the view that teachers were involved in politics (385) and that their services were insecure (406). A large majority complained that postings and transfers were done mostly on political grounds (405) and that supervision had considerably deteriorated. As many as 319 or 72 per cent of the teachers were of opinion that the experiment should be abandoned; 22 or 5 per cent felt that it may be continued more or less on the present lines; 76 or 17 per cent advocated certain modifications; and only 10 persons recommended even the transfer of middle schools.

8. *Evidence* :—In the evidence recorded before us, the views stated above were, by and large, reinforced. In these interviews, however, we had an opportunity of discussing in detail all the various aspects of the problem with these representative groups and could elicit their views on many different aspects of the problem which had not been highlighted in the questionnaire. The general conclusions, which we reached on the basis of the replies to the questionnaire and the evidence recorded before us, will be stated serially in the paragraphs that follow. As the evidence recorded before us, will be incorporated in them at appropriate places, we have refrained from reproducing it separately at this point.

9. *Principal Achievements of the Transfer of Primary Schools to Panchayat Samitis* :—In the evidence given before us, a large number of claims were made in favour of the transfer of primary education to Panchayat Samitis. On the other hand, there was also a severe condemnation of the experiment in several quarters. We, therefore, feel that a discussion of the problem would be facilitated, if the principal advantages and disadvantages of the experiment, as evidenced by the experience of the last five years, are first assessed as objectively as possible.

10. *Attendance of Teachers* :—One of the important claims made in favour of the administration of primary education by Panchayati Raj Institutions is that, under it, the attendance of teachers had improved. It was said that, prior to the transfer of primary schools to Panchayat Samitis, the teachers in remote villages used to be very often absent from their

posts of duty and that the Inspecting Officers had no means of checking this. It is now claimed that the teachers cannot afford to be absent from the schools because there is a much better watch on their movements. For instance, the Sarpanch of the Village Panchayat, who generally stays in the village, has begun to take interest in the affairs of the school. In addition to the Inspecting Officers of the Department, all the members of the Block, Team and the Vikas Adhikaris have begun to pay visits to primary schools. Consequently, the frequency of visits by different officers had increased very considerably and there is no knowing as to when a visitor may prop up in a school. The primary teachers, therefore, remain present in the school for fear of being caught. Some teachers, who gave evidence before us, denied that the attendance of teachers had really improved. They said that some teachers, who have been lucky enough to establish a happy personal equation with the Sarpanch, are still absent from their posts of duty. But we do not think that there are many such cases and on the whole, we feel convinced that the attendance of teachers in primary schools had definitely improved as a result of the transfer of the administration of primary schools to Panchayat Samitis.

11. *Disbursement of Salaries* :—The second important claim made in favour of the administration of primary schools by Panchayat Samitis is that the disbursement of salaries has now become prompter and more regular. This was admitted on all hands. In the past, the salaries of teachers were disbursed from district headquarters whereas they are now disbursed from the Panchayat Samiti Headquarters. This has improved the situation and is a distinct gain.

12. *Awakening among the Rural Public* :— In our opinion, a much greater gain has been the awakening among the rural public. In our tours, we had a very clear and unmistakable evidence of the increasing interest which the people of the rural areas are now taking in the development of primary education. Some of them discussed with us, not only the problems of quantitative expansion but also those of qualitative improvement and were concerned at the deterioration of standards. It is impossible to build up a good system of primary education for rural areas unless the rural people themselves are made to take an intelligent interest in it. We believe that a good beginning in this important direction has been made in the Panchayati Raj experiment and through the transfer of primary schools to Panchayat Samitis.

13. *Emergence of a new Leadership* :—An equally important gain of this experiment is the emergence of a new Leadership. Under the Panchayat Samitis, a large number of responsible citizens from the rural areas were suddenly called upon to take interest in primary education. They had no past experience of the problem and no proper orientation was organised to prepare them for their new responsibility. Through a process of trial and error, however, a new leadership has come into existence in rural areas and it is giving a significant lead to the development of primary education. In our opinion, this is a very promising sign and a great gain from the experiment.

14. We do realise, however, that some of the leadership that is coming up under this new experiment is not of the right type and is more concerned in utilising (or abusing) the patronage and power given to it by this system rather in exploring its service-potential to the utmost. Some measures would therefore, have to be adopted to reverse this situation and to give a dominating voice to the small but promising leadership which has been developing in the last five years. After a careful consideration of the problem, we have come to the conclusion that the present unhappy situation is the result of delegating large powers to the block level, where the requisite leadership is just not available in adequate numbers and that perhaps it would have been better to reserve the more important powers to the district level, where such leadership is more likely to be available. In this context, it may be interesting to state some of our findings regarding the type of leadership for education, which is available at the block level at present. Out of 232 Panchayat Samitis in the State, we could obtain information on this subject from 185. We found that in 125 of these Panchayat Samitis, there were separate Standing Committees on Education, whereas in others, no such separate committees were constituted. Of the members of these Standing Committees on Education/Social Services, the largest number (714) were between 35 and 55 years of age, 417 were between 25 and 35 years; 47 were above 55 and 14 were twentyfive years or below. According to the educational qualifications, only 117 had passed the middle schools, 48 were matriculates, 13 had passed the Intermediate and 17 were graduates, and 5 had a master's degree. The bulk of the members (992) were described as having studies 'below middle'-which may include anything from mere ability to sign one's name to the completion of the primary school. It is obvious, therefore, that, in the situation as it now obtains, It will not be possible to expect

a very enlightened group of persons in each Panchayat Samiti to be in exclusive charge of the development of elementary education. Some Panchayat Samitis are well endowed in this respect; but they are exceptions which prove the rule. Taking an overall view of the situation, however, we feel that the type of leadership that is needed to plan educational developments comprehensively, to raise resources, to control the services of teachers, and to put across a bold and imaginative programme of educational reconstruction, is more likely to be available, in the present circumstances, at the district rather than at the panchayat samiti level. This is one of the main reasons which has led us to recommend the transfer of certain powers from the block to the district level.

15. *Other Advantages of the Experiment* :—So far, we have dealt with what may be regarded as the undoubted achievements of the transfer of primary schools to Panchayat Samitis. In certain other matters, however, the achievements are not so conclusive or universal because they are due, not to the system as such, but to the good and competent individuals who happened to be in power. These may be said as follows :—

(1) *Assistance from Development Departments* :—One reason for the transfer of primary schools to the Panchayat Samitis was the assumption that education would thrive better if it was made to operate, not in isolation, but against the background of other developmental departments like agriculture, public health, animal husbandry, or cottage industries. This is why the development of primary education was made a function of the Panchayat Samitis which had the overall responsibility for a comprehensive development of their areas and the Inspecting officer of the Education Department who formerly functioned in isolation was made a member of the Block team where he had to work in close collaboration with Extension Officers of the other developmental departments and under the common leadership of the Vikas Adhikari. The Committee finds that the results obtained on this score have generally depended upon the personality of the Vikas Adhikari, rather than on anything else. We have come across several Vikas Adhikaris who are keenly interested in education and who have utilised all the resources of the Block team for the development of primary education. On the other

hand, we have also seen a few instances where the Vikas Adhikaris have shown comparatively little interest in primary education. Under them the Education Extension Officers have received little help from other members of the block team. On the other hand, they themselves have been compelled to devote a considerable amount of time to non-educational programme.

- (2) *Increase in Enrolment*:—Another expectation underlying the experiment of transfer of primary schools to Panchayat Samitis was that the Sarpanch and other members of the Panchayat Samitis would take a keen interest in the expansion of primary education and would assist in bringing more children to schools. Even on this issue, the results obtained are not very conclusive. We have pointed out earlier in Chapter II that the rate of expansion of primary education has slowed down in the third Plan and that the original targets fixed for the Plan are not being reached. The reduction of allocations made to primary education is very largely responsible for this situation and it would not, therefore, be appropriate to blame the Panchayat Samitis for slowing down the tempo of expansion. At the same, time, it would be equally difficult to assert that the Panchayat Samitis have made a definite contribution to increasing the enrolment in primary schools or that they have risen to the expectations originally entertained in this behalf. In some Panchayat samitis, depending upon the personal interest shown by the Pradhan and the Vikas Adhikaris, excellent results have been obtained. In many others, however, the position has remained unsatisfactory.

(3) *Financial Support*:—The third significant underlying this experiment was that the Panchayat Samitis would contribute materially to the increase in expenditure on primary education. The Committee finds that, by and large, these hopes have not been realised. It is true that a good deal of public contribution has been raised for capital works like construction of school buildings in the last five years. But such contribution used to be raised almost to the same extent even before 1959. In so far as recurring expenditure is concerned, we find that only a few Panchayat Samitis have levied additional taxes and also collected them; some have levied the taxes but

not collected them; and the largest number of the Panchayat Samitis have made a very little effort to raise additional financial resources to support the recurring expenditure on primary education.

16. *Principal Disadvantages of the Transfer of Primary Schools to Panchayat Samitis*:—We shall now turn to the discussion of the principal disadvantages of this experiment which have since come to light.

17. *Transfers and Postings of Teachers*:—In the evidence given before us, as well as in the data we collected, it was definitely established that the authority to transfer teachers, which has been vested in the Panchayat Samitis, has been very greatly misused. The transfers are frequent and excessive. In several instances, they have been also absolutely unjustified. We came across the case of a teacher who was transferred ten times in one year. Even admitting this to be an extreme case we still feel that the transfers are too many. We collected specific information regarding transfers for two years—1960-61 and 1962-63 and could get this information from 184 out of 232 Panchayat Samitis. In 1960-61, we found that 4,331 teachers (or 26.6 per cent of the total) were transferred—1,354 within one year, 1,511 within two years, and 1,466 after two years. In 1962-63, the number of transfers was the same and as many as 5,516 (or 27.0 per cent of the total) teachers were transferred—3,008 within one year, 1,599 within two years, and 1,909 within three years. It is our considered opinion that this abuse of authority to transfer teachers is one of the most conspicuous evils of this experiment and that is the main cause for the demoralisation which is now seen amongst the primary teachers.

18. *Morale of the Teachers*:—We also feel that the morale of the teachers has been considerably affected under this experiment. What we mean is this: Under a good system of educational administration, the teachers' loyalty must be, first and foremost, to his work and to the children, whom he teaches. The system must work in such a way that the teacher should feel confident that his good work in the school will be appreciated by the powers that be without any special effort on his part and that, if he fails in this important task, no power on earth would save him from punishment. It is the creation of such an atmosphere which maintains the proper morale amongst the teachers. This could be maintained in the old days when the Education Department administered the primary schools with little or no political intervention. With the entry of Panchayat Samitis into the picture, the situation is

entirely changed. Now the teacher has begun to feel that the most important thing to do is to establish a personal equation with the Sarpanch or the Pradhan. If he can do so, he can get away with any lapse in his professional duty; and that, if he cannot establish this equation, good work in his school alone will not help him in his future career. This change in the atmosphere is most demoralising for the teachers as a whole and is wrought with the most dangerous consequences for the future of primary education.

19. We may also point out that certain casteist and parochial considerations also seemed to have come up. For instance, we were told that a Sarpanch would always prefer to help a teacher belonging to his caste as against another who does not so belong. This is not unexpected. Similar developments were noticed in other parts of India when primary education was first transferred to the control of local bodies. What is now happening in Rajasthan is a repetition of the same experience.

20. *Appointments*:—The system of recruitment of teachers has not worked satisfactorily. In the Rajasthan Panchayat Service Commission, one member has to travel from district to district for purposes of selection. Under such a system, it is not obviously possible to recruit the large number of teachers which are required annually in every district in good time before the schools begin. Very often, the commission does not recruit as many teachers as are wanted. Consequently, the Panchayat Samitis recruit sub-standard teachers under the emergency powers vested in them and later on, these 'back-door' recruitment have perforce to be regularised. Allegations of favouritism and nepotism were also made. It was brought to our notice in some cases that, even when trained teachers are available, they were not recruited while others who were not trained and whose general education was also inferior could find a place for themselves in the selection lists. We, therefore, feel that it is very necessary to change the present system of recruitment of primary teachers in the light of the difficulties that have been experienced during the last five years.

21. *Supervision*:—We also had a feeling that, on the whole, the supervision over the schools has suffered. By supervision, we mean the technical guidance given to the tea-

cher for improving his work in the school. It is no doubt true that the number of 'visitors' to primary schools has now increased inordinately. The Sarpanchas and other members of the Panchayat Samitis and members of the Block Team and even the Gram Sevaks now pay visits to primary schools. While such visits may have some value for the purpose of checking irregularities and absenteeism on the part of the teachers, they have hardly any technical significance. In fact, one may even say that beyond a certain limit, they become more of a nuisance than a help and hinder the teacher from working continuously and satisfactorily. What is needed is technical guidance to the teacher. In the present set-up, it can come only from the Education Extension Officers who work at the Block level or from the higher inspecting officers of the Education Department. Both these channels are not functioning satisfactorily at present. In so far as the Education Extension Officers are concerned, the general position is that their responsibility for the improvement of primary school has been considerably blurred. They are no longer in exclusive charge of primary schools and this responsibility is now passed on, in theory at least, to the Vikas Adhikari or the Block Team as a whole. Secondly, the time that they can spare for inspection of schools has been considerably reduced, partly by the administrative duties which they have been compelled to assume and partly by the non-educational work which they are required to do. In so far as higher officers of the Education Department are concerned, they have neither the time nor the inclination to bother themselves with the primary schools. These have been written off from their mental registers as soon as they were transferred to Panchayat Samitis. The net result of all these factors is that, while the school teacher is bothered considerably by a large number of visits from non-technical persons, he does not get the educational guidance which he needs and which only a technical officer of the Department can give.

22. *General Conclusion* :—What then is the general summing up of the results of the transfer of primary schools to the Panchayat Samitis? Have the results been good enough to justify the continuance of the experiment and even to enlarge it, if necessary, or have they been so bad that it would be better to retrace our steps and again make primary education an exclusive responsibility of the Education Department? We feel that it will be very difficult to give a straight 'yes' or 'no' type of answer to these questions. This is a complex issue some of the results being good while others have been unsatisfactory. Taking all aspects of the problem into consi-

deration, however, we would make the following recommendations :—

- (a) Some of the results of the transfer of primary schools to Panchayati Raj Institutions have been very good. Among these, we would mention (1) the awakening of interest among the rural public in the development of primary education; (2) the emergence of a new relationship in the rural areas; (3) an improvement in the attendance of teachers; and (4) regular and prompt disbursement of salaries. Depending upon the interest of the persons concerned; the experiment has also shown the possibility of (1) strengthening the educational programme with the help of other developmental departments; (2) influencing the public mind in favour of education and enrolling larger numbers of children into schools, (3) raising hitherto untapped resources for the support of elementary education.
- (b) On the other hand, some of the results of this experiment have been far from happy. These include (1) the abuse of the authority for postings and transfers of teachers, (2) demoralisation among the teachers, (3) the upsurge of casteist and parochial considerations in some areas, (4) unsatisfactory recruitment, and (5) deterioration of standards in technical supervision.

23. We cannot, however, judge the issue merely by stating the positive and negative results of the experiment. We must find out whether the unsatisfactory results noticed above are inherent in the system or whether they are due to some extraneous factors. If the bad results were inherent in the system and incurable, we would not have had any hesitation in saying that our steps should be reversed and the control of primary education resumed by the Education Department. On a careful examination of the problem, however, we feel that the bad results, which have now been seen are neither inherent in the system nor irremediable. We also feel that they have crept into the experiment because no adequate steps were taken to do the careful planning and preparation essential for a major experiment of this type. The following points may be mentioned in support of this conclusion :—

- (a) If the principle that primary schools should preferably be administered by local communities is right, primary schools should have been transferred to

Panchayat Samitis in rural areas and to municipalities in urban areas. In fact, the case for the transfer of primary schools to municipalities in urban areas is even stronger than that of its transfer to Panchayat Samitis in rural areas. In spite of this obvious position, the decision taken by the State Government was partial. It transferred primary schools to Panchayat Samitis in rural areas; but its transfer to the municipalities in urban areas has not been given effect to so far. This has led to a good deal of heart burning. The rural areas feel that they are required to pay for primary education while the urban areas, which are richer, are let scot-free. In the opinion of the committee, it is this feeling which has largely impeded the collection of funds for the development of primary education in rural areas.

- (b) A good deal of misunderstanding arose among the primary teachers who felt that they had lost a number of privileges as a result of the transfer of their services to the Panchayat Samitis. Their seniority was interfered with; their chances of promotion were reduced; they also lost privileges, such as free education for children, to which they were entitled as Government servants. It is true that the Rajasthan Panchayat Samitis and Zilla Parishads Act, 1959, categorically stated that the emoluments, old-age benefits, service conditions and privileges of the employees of the Panchayat Samitis will be the same as those of Government servants. But the delay in implementing the provisions of the law created an impression to the contrary and the teachers whose services were transferred to the Panchayat Samitis became hostile to the experiment as a whole. Recently, a number of decisions have been taken which, when implemented, will remove all the grievances of the teachers in this regard. The Committee felt that these very decisions, which have now been taken, could have been taken right at the beginning of the experiment. A good deal of misunderstanding and frustration could thus have been avoided.
- (c) In a big experiment of this type, it is always necessary to carry on an intensive propaganda to prepare the people for it and also to organise intensive programmes for the training of officials as well as

non-officials. The Rajasthan Government did adopt some measures for giving a broad idea of the experiment as a whole to the general public in the rural areas and also for training the office-bearers of the Panchayat Samitis. But in all these programmes, no special emphasis was laid on the problems of the primary schools and on training the non-official office-bearers of the Panchayat Samitis in the administration of primary schools. This had led to several mistakes and to uninformed and harmful experimentation. In the opinion of the Committee, these evils also could have been avoided.

- (d) When an experiment of this type in local Government is introduced, the officers of the Education Department have to develop a new orientation and outlook. In the words of the Lord Ripon (and these were written as early as 1882 when the experiment of local self-government was first introduced), a system of local Government can only succeed if the officers of Government realised that it was better than the earlier system of autocratic (or bureaucratic) administration which it superseded. The Committee felt that, by and large this change of outlook has not come upon the officers of the Education Department and no effective steps were taken to bring it about through a programme of orientation.
- (e) In a new experiment of this type, it is necessary to frame clear cut and detailed rules for the guidance of officials and non-officials. Unfortunately, the rules framed by the Rajasthan Government for the administration of primary education were both incomplete and defective. For instance, there were no detailed rules about transfers which has now become a major problem. If detailed rules had been very carefully framed on all aspects of the administration of primary education, many of the problems that have now arisen could have been avoided.
- (f) The transfer of primary schools to local control increases, rather than diminishes, the need for supervision and guidance. In an experiment of this type, therefore it is necessary to provide for adequate supervision and guidance, which necessarily implies larger expenditure. No provision for this was made in Rajasthan.

24. If this thesis is accepted, our position becomes clear. We believe that the transfer of primary education to Panchayati Raj Institutions had been a step in the right direction. It has secured two great advantages, which we appreciate, viz., the awakening of public interest in the rural areas in primary education and the emergence of a new leadership. It is also true that simultaneously, a number of evils are also seen in the operation of the system; but as we have pointed out, these evils are neither inherent in the system nor ineliminable. They have arisen largely because of the failure to plan carefully in advance and make the essential preparations. We, therefore, recommend that the experiment of administration of primary schools by Panchayati Raj Institutions should be continued with modifications - modifications which will be essential to overcome the shortcomings which have been seen in the last five years. We shall discuss these modifications in detail in the next Chapter.

CHAPTER VI

Administration and Supervision of Elementary Schools with Special Reference to the Transfer of Primary Schools to Panchayati Raj Institutions (Modi- fications suggested).

In the last Chapter, we found that the transfer of primary schools to Panchayat Samitis, which was effected in 1959, has had both positive and negative results. We also came to the conclusion that most of the negative results were due to defective planning and lack of adequate preparation and were thus remediable. We, therefore, recommend that this experiment should be continued with certain modifications whose main objective is to remove the deficiencies discovered in the working of the scheme. The details of these modifications will be discussed in the present chapter.

2. *Transfer of Primary Schools in Urban Areas to Municipalities* :—Our first recommendation is that primary schools in urban areas should also be transferred to the control of the Municipalities. If the principle that primary schools should be administered by local bodies is sound, it is applicable both to urban and rural areas. In fact, it is more applicable to urban areas because the urban people are better educated and richer. There is, therefore, no justification for the distinction that is now made in Rajasthan between urban and rural areas in this regard. We have also pointed out that the Panchayat Samitis in rural areas are not making adequate contribution to primary education on the ground that a similar contribution is not expected from the urban people. This criticism is right and the only way to meet it is to make the urban people also pay for a certain proportion of the expenditure on primary education in their areas.

3. Municipalities vary greatly in size and in resources. On the one hand, there is a Municipality at Anupgarh which has a population of only 2,295; on the other, Jaipur with its population of more than 4 lakhs is also a Municipality. It is obvious that all these Municipalities cannot be treated on a

basis of equality. We, therefore, recommend that the Municipalities should be divided into two categories :—

- (1) The first category should include all Municipalities in towns with a population of 50,000 or more, and
- (2) The second category should include all Municipalities in towns where the population is less than 50,000.

4. *Bigger Municipalities*:—In the municipalities of the first category, we recommend that an Education Committee should be set up for the administration of primary schools. It should be a statutory committee created by an amendment of the Municipal Act, and its membership should be not less than six and not more than 12, depending upon the size of the municipality. The authority to fix the exact size of the committee should be vested in Government. Not more than half of the members of the committee should be elected by the municipality from among its own members. The remaining members should also be elected by the Municipality, but (1) they should not be elected members of the municipality and (2) should have the prescribed qualifications. Among these we might mention the following :—

- (1) A Graduate of a University (or a person with an equivalent qualification) with three years standing,
- (2) A teacher in a college with not less than two years experience,
- (3) A Headmaster of a Secondary School with five years experience or an Assistant Master in a Secondary School with 10 years experience;
- (4) The Headmaster of a Primary/Middle School with 15 years experience or a primary/middle school teacher with 20 years experience, and
- (5) A retired officer of the Education Department in the State.

The idea underlying this proposal is that there are, in our society at present, a large number of persons who are interested in education and whose advice is necessary for educational development on right lines. For some reason or the other, these persons are not in a position to be elected to local bodies and yet it is necessary to avail ourselves of their services. A provision on the lines indicated above will see to it that the

proposed Education Committee consists of (1) the elected representatives of the people, and (2) educationists interested in the problem and competent to guide in the implementation of educational policies.

5. The powers and duties of the Education Committee should be on the same lines as those of the Panchayat Samitis at present. In other words, they should be responsible for opening and locating of schools, appointment of teachers from the list selected at the district level, and general supervision over schools. The authority to give minor punishments to teachers should vest in the Education Officer subject to an appeal to the District Inspector of Schools. The major punishments will be given by the District Inspector subject to an appeal to the Department.

6. The grants-in-aid to the bigger municipalities which have a special Education Officer should be on the following basis :—

- (1) The entire salary and allowances of the Education Officer which should be paid by Government direct;
- (2) 50 per cent of the expenditure on clerical and other staff appointed in the office of the Education Committee;
- (3) 100 per cent on the salaries and allowances of teacher and
- (4) 20 per cent on the construction of buildings or special repairs to existing buildings.

It will thus be seen that the municipalities will be required to bear 50 per cent of the staff in the office of the Education Committee (other than the salary and allowances of the Education Officer), all expenditure on contingencies and equipment and 80 per cent of the expenditure on buildings.

7. In each such Municipality, a separate primary education fund should be constituted. In this would be credited all receipts on account of primary education, contributions from the Municipality, collections of the Educational Cess, if any, grants from Government and other miscellaneous receipts. All expenditure on account of primary education will also be debited to this fund. The main idea in creating such a special fund for primary education is to ensure that funds ment for

primary education are not applied to other purposes even temporarily and that the un-pent balances of any given year are available for expenditure during the next.

8. The status of the Education Officer will have to be defined by the State Government with reference to the municipal area. In a big municipal area like Jaipur or Ajmer, it may be desirable to fix the status of the Education Officer at the class II level. In the smaller municipalities, he may have the status of a S. D. I.

9. *Smaller Municipalities*:-- With regard to the smaller municipalities, the main problem will be that they will not be able to maintain a whole-time Education Officer. The system that we have proposed above for the bigger municipalities will, there, have to be modified suitably to meet the requirements of the smaller municipalities. We, therefore, make the following proposals in this context:—

- (1) We welcome the proposal to convert municipalities with a population of less than 10 000 into village panchayats. We shall, there, make proposals here only for those municipalities which have a population between 10,000 and 50,000.
- (2) In all such Municipalities, an Education Committee should be set up consisting of not less than 4 and not more than 8 persons on the same broad principles as have been suggested above for the Education Committees of the bigger Municipalities.
- (3) This Committee will not have a whole-time education officer because the numbers of pupils or teachers involved are very small. It will have only some clerical establishment to look after the administration of the local schools. On such establishment. We recommend that Government should give 50 per cent of the expenditure as a grant-in-aid.
- (4) Since these committees will not have a whole time education officer of their own, the responsibility of inspecting their schools or controlling cadres of their teachers, and such other higher level jobs would have to be entrusted to some other authority. This may be given to the Zilla Parishads on whom the Municipalities should be represented or to the District Inspector of Schools.

(5) The powers of the Education Committee will be restricted to general supervision over the primary schools. They will also decide upon the opening of new schools whenever necessary. But they will have no control over the staff appointed in their schools which will continue to be borne on the common cadre of the district, either under the Zilla Parishad or the District Inspector of Schools.

10 The grant-in-aid to the smaller Municipalities should be regulated on the following basis:—

- (1) 50 per cent on the salaries of the clerical and other staff appointed to administer primary schools;
- (2) 100 per cent on the salaries and allowances of teachers;
- (3) 50 per cent on the expenditure on contingencies and equipment; and
- (4) 30 per cent on the construction of buildings.

11. *Establishment of District Education Committees:—*

With regard to the rural areas, our main conclusion is that the powers of control over primary teachers should not be vested in the Panchayat Samitis. The Pradhans and the Sarpanchs are too close to the primary teachers and consequently it is inevitable that a system of this type would lead to a frequency of transfers and demoralisation amongst teachers. These evils could be reduced to the minimum (and be even eliminated) if the authority which controls the cadres of primary teachers is at a reasonable distance from the actual working of the schools and functions at a sufficiently high level. We may point out that, when in the authority vesting in the Panchayat Samitis, there about 30 sarpanchs in each Panchayat Samiti, who are trying to make their influence felt in the matter of transfers and taking the State as a whole, this system gives an interest and authority to more than 7,000 persons to dabble with the problem. We, therefore, feel that one way to improve the situation, would be to vest the authority of controlling the cadre of primary teachers, not at the Panchayat Samiti level, but at the District level. This is the most fundamental modification we are proposing to the existing system.

12. We, therefore, recommend that, in each district, a District Education Committee should be set up by a suitable amendment of the Rajasthan Panchayat Samitis and Zilla

Parishads Act. This Committee should consist of 12 persons all of whom would be elected by the Zilla Parishad but not more than six of them should be members of the Zilla Parishad concerned or any Panchayat Samiti within the district. Of these six members, the Pramukh should be an *ex-officio* member and Chairman. Among the remaining six members the District Inspector of schools would be included *ex-officio* and the others five should be persons interested in education—they should have the same qualifications as we have suggested above for members of the Municipal Education Committees. Our reasons for such a composite constitution of the Committee have been explained earlier. There should also be a provision that at least one woman should be a member of the Committee. The term of office of the District Education Committee should be co-terminus with the Zila Parishad.

13. We further recommend that a whole-time officer, of the status of a Deputy Inspector of Schools, should be appointed as the Secretary of the Committee. He should be a Government official whose services are given on deputation to the Zilla Parishad, and he should draw his salary and allowances direct from Government. He should be under the technical control and supervision of the Director of Education, but for all administrative purposes, he should work under the orders of the District Education Committee. We do not think that these posts can be carved out from the Existing Education Department and all of them will have to be created anew. This would mean additional expenditure no doubt; but it is inescapable

14. The relations between the Zilla Parishad and the District Education Committee will also have to be defined. Our general view is that it is only in financial matters that the District Education Committee will submit its proposals to the Zilla Parishad for approval. In all other matters, the District Education Committee should function as an autonomous body with full authority. Provision to this effect should be made in the Act itself.

15. The necessary clerical and assisting staff will have to be provided to each District Education Committee. This staff should be recruited by the Zilla Parishad and be a part of the employees of the Parishad. Government should, however, give a grant-in-aid at 50 per cent on the staff so appointed. We understand that, under the new set-up, the Zilla Parishads will have their own sources of income. They can, therefore, meet this expenditure from their own funds.

16. The District Education Committee should be mainly responsible for the development of primary education in the district (excluding urban areas for which we have made separate recommendations) and to this end, it would be a duty of this Committee to prepare the development plans for primary education within its area in consultation with the Panchayat Samitis and on the lines laid down from time to time by the State Government. We expect that the members of this Committee will tour in the District, see the primary schools, meet the members of the Panchayat Samitis and discuss the problems of primary education with them and, in the light of all their studies, advise the Panchayat Samitis and also the State Government on the development of primary education.

17. The main idea underlying the constitution of the District Education Committee is to create a reservoir of non-officials interested in education and competent to guide on problems of primary education. Such a reservoir functioning at the district level will be able to maintain contacts with the non-official members of all the Panchayat Samitis in the district, and with all the Pradhans. Even if they spare some time (about 20 to 30 days in a year) for touring in the district, each one of them may visit one or more Panchayat Samitis and, between all of them put together, they will be able to visit all parts of the district, to see a large number of primary schools in action, and to advise the Pradhans and the Sarpanchas on the best way of developing primary education within their areas. We, therefore, feel that the District Education Committee of the type we have visualised will be able to have an impact on the development of non-official leadership in the service of primary education at the Panchayat Samiti level. It is of course obvious that, if the District Education Committee is to discharge its responsibility for the development of primary education in the manner we have indicated above, adequate funds will have to be provided, in the budget of each Committee for the travelling expenses of members. We believe that, on an average, a sum of Rs. 500 per member per year should be provided for such travelling expenses; and it should be open to the District Committee to appropriate the savings from the allocation of any one member for the tours of other members who may be more enthusiastic or may have more time. The cost of this programme will not be very heavy; but its results will be extremely beneficial. We also recommend that grant-in-aid at 50% of the actual expenditure incurred on such travelling should be given by the State Government and the rest should be borne by the Zilla Parishads from their own funds.

18. We also recommend that an advisory Board for Primary Education should be constituted at the State level. It should consist of 12 persons. The Minister for Education will be the ex-officio Chairman and of the remaining 11 persons (1) 3 shall be Pramukhs of Zilla Parishads (2) one should be the Chairman of the Education Committee of a bigger Municipality entrusted with the administration of primary education (3) 3 shall be non official educationists and (4) 4 shall be officers of the Education and Development Departments (including the Deputy Director in charge of Primary Education who shall be the Secretary ex-officio). The Board will meet twice a year to review the development of primary education in the State and also to consider matters or problems arising out of implementation of the proposals we have made here. The Board will advise on matters specially referred to it by Government, or on matters referred to it by any Zilla Parishad or Municipality, or may also take action on its own initiative. We feel that the constitution of such a body will give a good fillip to the proper implementation of these recommendations.

19. *District Cadres of Primary Teachers* :—The second important function of the District Education Committee will be to maintain a common seniority list of all the primary teachers in the district, for purposes of promotion as teachers in middle schools or to higher posts in the Education Department. What we visualise is something of the following type :—

- (1) The teachers serving under each of the bigger municipalities will form a separate cadre, and they would not be liable for transfer outside the municipal area for which they are recruited. These teachers would be under the administrative control of the Education Officer who would have the authority to give minor punishments. The major punishments would be given by the District Inspector of Schools on the recommendation of the Education Officer.
- (2) The teachers working in the primary schools of all the smaller municipalities will form the second cadre in the district. If the administration of these schools is entrusted to Zilla Parishads, as recommended by us, by giving representation on them to the municipalities, these teachers need not be formed into a separate cadre and can be easily merged in the district cadre referred to in para (3)

below. But if this is not done, these teachers will have to remain in a separate cadre as suggested here. Normally, they would work only in one municipality; but if it is so felt necessary, they could be transferred to any other municipality in the same district. This cadre would be under the control of the District Inspector of Schools who will give all major and minor punishments subject to an appeal to the Department.

- (3) For all the rural areas of the district, a third cadre would be maintained. This will be recruited by an Appointment Committee whose composition will be discussed later. It will be essentially under the control of the District Education Committee. Ordinarily, the teachers in this cadre would be assigned to work in the rural areas of the District.

20. There will thus be three (or two) distinct cadres of primary teachers within each district, each of which would normally be kept separate. But it should be open for a teacher to pass from one cadre to another provided the controlling authorities of both the cadres agree to the proposal. Such cases would be necessarily few, but we do not rule them out altogether.

21. For purposes of promotion of middle schools and to other higher posts under the Government, however, it is necessary that all the teachers within the district, irrespective of the cadre to which they belong, should have an equal opportunity. We, therefore, recommend that it shall be the responsibility of the Education Officer of the District Committee to maintain a seniority list of all the primary teachers in the district. He shall annually collect the information necessary for this purpose from (i) the Education Officer of every bigger municipality; and (ii) the District Inspector of Schools for all the teachers working in the smaller municipalities (if he is in charge of such schools). The data regarding the primary teachers working in the rural areas would necessarily be available in his own office. On the basis of these data, he shall prepare an annual seniority list of all primary teachers working in the district as on 1st of January and shall also publish it for the information of all concerned. It is on the basis of this list that the competent authority shall decide promotions to higher posts. We found that it is the absence of such a seniority list (which has already been agreed to in principle) which has created a good deal of dissatisfaction amongst the

teachers. We, therefore, feel that this decision should be implemented as quickly as possible. We also think, that, in the administrative set up we have proposed, the preparation and annual revision of such seniority lists would be automatic and easy.

22. *Recruitment of Primary Teachers*:—The next point which we would like to discuss is the manner in which the primary teachers would be recruited in future. In the preceding chapter, we pointed out that the Rajasthan State Panchayat Service Commission is not able to select the primary teachers required in time, and that a good deal of backdoor recruitment is made by the Panchayat Samitis under their emergency powers and that this is later on regularised per force. The recruitment to urban schools is made by a separate agency altogether, namely, the District Inspector of Schools. We propose that all these old procedures and multiple agencies should be given up and a new single agency and a unified procedure for the recruitment of all primary teachers in the district should be created as shown below:—

- (1) There shall be an appointment committee for recruiting primary teachers at the district level. This Committee shall consist of the Pramukh (who shall be the Chairman), the District Collector, the District Inspector of Schools, the Chief Executive Officer of the Zilla Parishad, and the Education Officer of the District Education Committee. When teachers for any of the bigger municipalities are to be selected, the Chairman of the Education Committee and the Education Officer of that municipality will also be coopted as members.
- (2) This Committee will call for applications and select teachers (i) for admission to training institutions; and (ii) for appointment as teachers.
- (3) The Appointments Committee will select a sufficiently large number of persons, so that all likely vacancies during the ensuing year could be easily filled.
- (4) Teachers from this list would be allocated to a rural areas in the district, to each of the bigger municipalities, and to the common cadre for all the smaller municipalities. It is from these allocated lists of teachers that all the appointments during the year will be made.

- (5) If care is taken to collect exact information regarding the vacancies likely to occur in the ensuing year in each of these areas, and if a sufficiently large number of selected persons is allocated to each area, it will not generally be necessary for any other authority to recruit teachers on a provisional basis.

23. *Transfers of Teachers* :—The problem of transfers and postings of teachers has become the most complicated issue today and deserves some examination in detail. In this context, our first conclusion is that the present position is vitiated by the absence of any guiding rules or principles. In the beginning, there were no rules at all regarding transfers. Later on, only one rule has been issued, namely, that the Panchayat Samitis should obtain the previous approval of the District Establishment Committee if a teacher is to be transferred within a period of two years. Even this rule is observed more in breach than in compliance. In the absence of detailed rules, therefore, the position is very chaotic. For instance, some Panchayat Samitis have taken the view that the teachers should be posted in their own villages. Others have taken a view that they should be posted as far away as from their villages as possible. There is a third group of Panchayat Samitis which have taken the view that no teacher should be posted even within his own Panchayat Samiti. Some Panchayat Samitis first took one view and then another resulting in large numbers of unnecessary transfers. Such diversity of policies is possible because there are no rules laying down the general policy. We, therefore, suggest that detailed rules should be framed to guide the transfers of teachers. The following are our broad suggestions for the framing of these rules:—

- (1) At present, the authority to transfer is used, more often than not, as a punishment. It has to be made clear that transfer is not a punishment and should not be used as such. If a teacher has shown poor work, he should be charge-sheeted and punished on the spot. To transfer him elsewhere does not achieve anything.
- (2) It should also be laid down as a matter of policy that, as far as possible, teachers should not be transferred. If good education is to be given, the teachers must be able to build up a rapport with their students and their parents. They must be able to love both of them. They must also be able to

love the village and to identify themselves with it. The building up of such emotional attitudes; on which the entire success of education depends, will not be possible unless the teachers are allowed to stay at a place for as long a period as possible. As a practical interpretation of this principle, it should be laid down that no teacher should be transferred within a period of five years unless there are special reasons which should be recorded in writing and approved by the Education Department.

- (3) There should be an upper limit to transfers. In no year should transfers exceed 5% of the total number of teachers. (This implies that not more than 5% of the teachers should be affected by transfers in any given year). At present, we find that about 26% of the teachers are affected by transfers every year. This is too high a figure. In this context, a question was raised with us regarding the manner in which such a rule can be enforced. We do not see any difficulty. As transfers will have to be effected only under the signature of the Chief Executive Officer, or on his behalf, by the Education Officer of the District Committee, and since these are Government Servants, we can certainly insist on their not agreeing to sign more than the prescribed number of transfers. It is true that it would be difficult to enforce a rule of this type against a non-official body like the Panchayat Samiti, but it can certainly be enforced against officers authorised to exercise this power.
- (4) We concede the point that an emergency may arise necessitating a transfers in excess of this permitted percentage. For instance, transfers upto 5% may have been affected already and a sudden situation may develop which necessitates a few more transfers. Such emergent cases, which will be very few and far between, can be met by making a provision in the rules that transfers in excess of 5% will need the approval of the Education Department and that clear reasons would have to be recorded for exceeding the prescribed limit.
- (5) Transfers shall only be affected in the beginning of the summer vacation. Transfers during the remaining months should be extremely few and reasons for them should be recorded in writing.

(6) At present the authority to make transfers is vested in the Vikas Adhikaries. Several Vikas Adhikaries told us that they were subject to all kinds of pressures in this regard from the Pradhans and Sarpanchas. We also feel that the Vikas Adhikari is too near the scene to take an objective view. We, therefore, feel that the Vikas Adhikari should only make recommendations regarding transfers to the Chief Executive Officer. The Education Officer of the District Council should, in March or April each year, convene a meeting of all Vikas Adhikaries when all the details for transfers should be discussed and finalised in accordance with the rules. If the Education Officer and the Vikas Adhikari agree on the proposals and if the total number of transfers does not exceed 5% of the teachers in service, and if no teacher is being transferred within a period of five years, the matter should be taken as decided at that level, subject to the approval of the Chief Executive Officer. But where the Vikas Adhikari and the Education Officer of the District Committee do not agree, or where the transfers exceed 5% of the total number of teachers, or where a teacher is being transferred within five years, the cases should be placed before the Education Department and its decisions should be taken as final.

(7) In each district there are places which are regarded as desirable. There are also other places which are considered undesirable from several points of view. It is but natural that teachers should like to be posted at desirable places and should try to avoid the undesirable ones. The education of children is also a very important factor in this context. When the children grow big enough to join a middle school, the teachers would like to be posted in a place where there is a middle school. Later on, when their children want to join high schools, they naturally desire to be posted in a place where there is a high school. In every district, therefore, a careful study should be made of the desirable and undesirable places and these should be kept in view while transferring teachers. What now happens is that some teachers get posted at desirable places and remain there indefinitely while others are posted equally indefinitely to undesirable places. There is no justice in such an arrangement and that is why all unfair means are used in securing transfers. The new policy in this regard should be based on two principles.

- (a) In so far as undesirable places are concerned, these will have to be treated as necessary evils to be shared by all. In other words, there should be a rule that every teacher will have to put in a minimum service, say three years, in an undesirable place

The rule should be made applicable to all teachers, without any discrimination, and as soon as the prescribed period of three years is over, the teacher should necessarily be transferred. Such principles are already being adopted by the Railways in the case of Malaria Stations or by the Health Department with regard to doctors in Jails. There is no reason why we should not accept the same principle for primary teachers also.

- (b) In case of desirable places, the general understanding should be that a posting at such a place is given only for good work and that a teacher continues to remain there so long as his work is satisfactory. Very naturally, there would be a number of claimants for each desirable place. It should be possible to maintain registers of applications from teachers asking for such postings. Where a posting is wanted by one person only, the decision would be easy. But where it is wanted by more than one person, the general principle would be to give it to one, whose work is the best.

If some such principles are adopted and consistently followed, they will be known to teachers themselves and ultimately the entire administration would improve.

24. We do realise that our suggestions will make the question of transfers very rigid. We would like to make it clear that we have deliberately made recommendations which tend to make this system rigid. We find that there is too much of elasticity at present which leads to several abuses. A rigid system is, therefore, necessary to turn over a new page.

25. *Control over the Cadre of Primary Teachers* :—The control over the cadre of primary teachers will be vested in the Chief Executive Officer. In practice, the system would work as follows :—

- (1) The Vikas Adhikaries would be authorised, on behalf of the District Education Committee, to inflict minor punishments. An appeal would lie to the Chief Executive Officer.
- (2) In cases where a major punishment is necessary, the Vikas Adhikaries will make recommendations to the Chief Executive Officer who will pass the orders and an appeal will lie to the Department.

- (3) At present, the confidential reports on the work of teachers are very badly maintained. In fact we found that the system has almost fallen into disuse. It is a very important system and the work of each teacher has to be evaluated every year and a careful record of such evaluation has to be maintained. We, therefore, recommend that a special form should be designed for this annual evaluation. It should be a responsibility of the Education Officer of the District Committee to get the confidential report of each teacher in the district and to maintain the file regularly in his office. This could be easily done, if the confidential report is prepared in duplicate, one copy being kept in the Municipality/Panchayat Samiti etc. and another being sent to the District Council. Such a system will ensure that the confidential reports of all teachers are written every year without fail.

26. *How to initiate confidential reports:*— The confidential reports of Assistant Teachers will be initiated by the Headmasters concerned, who will forward them to the Education Extension Officer. The confidential reports of the Headmasters will be initiated by the Education Extension Officers who will forward them to the Vikas Adhikari. Two copies of the Confidential Report would be prepared in each case, one copy being retained at the Panchayat Samiti level (or in the office of the Education Committee concerned), the other being forwarded to the Education Officer as proposed by us for information and record. We are aware of the general rule that only one copy of confidential report is to be prepared. We are suggesting a departure from this in view of the special requirements of the situation.

27. *Guidance to Panchayat Samitis and Education Extension Officers:*— As we pointed out earlier, there is no adequate machinery at present to give guidance to Panchayat Samitis, Pradhans, Vikas Adhikari and Education Extension Officers. In our opinion, this should be the major responsibility of the Education Officer of the District Committee. We have proposed that there should be one such officer for each district. He will, therefore, have adequate time at his disposal. He may be able to spend nearly a month in each Panchayat Samiti and we expect him to do so in practice. During the tour of the district, he should meet the Pradhan and the members of the Panchayat Samitis and discuss educational problems with them. He should inspect the office of each

Panchayat Samiti in so far as the administration of primary education is concerned and to give his suggestions. He should inspect a few schools in each Panchayat Samiti every year along with the Education Extension Officers and give them technical guidance. His advice should also be available to all these persons, through correspondence, whenever they so desire.

28. *Improvement of Supervision* :— We also recommend that the weakening of supervision which has now taken place should be remedied as early as possible. For this purpose, the following steps will have to be taken :

- (1) Strict instructions will have to be issued to all Vikas Adhikari telling them not to utilise the services of Education Extension Officers for non-educational work. As it is, our staff of Education Extension Officers is very meagre; and if it is utilised for non-educational work also, the inspections of schools will greatly suffer.
- (2) Every Education Extension Officer should be required to inspect every school twice a year. It should be a special responsibility of the Vikas Adhikari (and of the Education Officer of the District Education Committee also) to see that this rule is scrupulously observed. We also recommend that the Education Officer of the District Education Committee should call for information regarding inspections of primary schools by Education Extension Officers every month and see that there is no violation of this rule.
- (3) The present rules about the number of Education Extension Officers will have to be changed. Up to 50 schools in a Panchayat Samiti, we should give one officer; between 50 and 100 schools, we should give two officers; and for more than 100 schools we should give a third officer. Where the number of schools exceeds 150, (such cases would be very few), even a fourth officer may be given. If the strength of Education Extension Officers is increased in this way, the work of inspection will improve.
- (4) The Education Officer of the District Education Committee should be responsible for giving technical guidance to Education Extension Officers. He

should also have the authority to give minor punishments to them, on his own initiative (without waiting for recommendation from the Vikas Adhikari if he finds that any Education Extension Officer has not done his duty. Of course, before taking a final decision, he should also consult the Vikas Adhikari and ascertain his views. But a plea, that the Education Extension Officer could not do his duty because he was given some non-educational work to do, should not be accepted. This is a very important point because, unless the Education Officer of the District Education Committee has the authority to effectively control the Education Extension Officers, he will not be able to improve the tone of inspection in the district.

(5) The Education Extension Officers are deprived of the peons which they formerly had. We think that a peon is absolutely assential to assist in travelling and recommend that the peons of the Education Extension Officers should be restored.

(6) We found that the Education Extension Officers have been very greatly burdened with administrative duties of a clerical type, so that their inspection work suffers. It is a false economy to use the services of Education Extension Officers for clerical and administrative work. We, therefore, recommend that adequate clerical assistance should be made available in the office of the Panchayat Samiti itself so that the entire time of the Extension Officers made available for inspection and supervision.

(7) There are too many visits to school at present by all members of the Block team except E.E.O. and Vikas Adhikari. These should be discouraged.

29. The main idea underlying these proposals is that the Education Extension Officers are the technical officers of the Department. It is therefore, for the Department to examine their work from the technical point of view and to punish them, if they are found wanting. We are, therefore, very strongly of opinion that the Department should have the authority to take notice of the technical work of the Education Extension Officers through its own officers specially appointed for the purpose. In this case, the Education Officers of the District Committees will function on behalf of

the Department and see that our Education Extension Officers do their prescribed duties. It will be the responsibility of the Director of Education, working through the District Inspector of Schools, to see that our Education Officers of the District Committee carry out faithfully the responsibilities that have been placed upon them. For all practical purposes, it would be a good convention to look upon the Education Officers of the District Education Committees and the bigger municipalities in the district as assistants of the District Inspector of Schools for specified purposes. They should seek the guidance of the District Inspector of Schools frequently and he should also keep in touch with them and help them in their work. For this purpose, we recommend that the confidential reports of the Education Officer of the District Committee and of the Education Officers of the bigger municipalities should be written by the District Inspector of Schools concerned.

30. To improve the quality of inspection, we have two other relevant suggestions to make. The first is that the Education Extension Officers to be recruited in future should necessarily be trained graduates. Secondly, we also suggest that the Education Extension Officers, who are trained graduates, should be considered eligible for promotion as Deputy Inspectors of Schools. At present, this promotion is almost burred out for them under the rules—a circumstance which acts as a great handicap. With this avenue of promotion open, we feel that a better type of persons will be available to work as Education Extension Officers.

31. *The powers of Panchayat Samitis*:—We do not purpose to make any change in the existing powers of panchayat Samitis over primary education, except to say that the control over the cadre of primary teachers will be taken away from them and vested at the district level. All other powers which they have at present over primary education will continue unchanged. They will be responsible for increasing enrolment in elementary schools; to enrol more girls and children from Scheduled Castes & Scheduled Tribes; for the provision of school buildings and equipment; and for such measures as free supply of textbooks or school uniforms or school meals. The joint powers of supervision over the school will also continue to vest in them as at present.

32. Each Panchayat Samiti shall prepare a development plan for primary education within its area under the guidance of the Zilla Parishad and in accordance with the principles

laid down by the State Government from time to time. The objective of the plan should be to reach, in a specified period, full enrolment of children in the age-group 6-11 within its area and also to improve the standard of education in all its primary schools.

33. Each Panchayat Samiti will necessarily constitute a standing committee exclusively for education and social education. This committee will consist of not less than four and not more than eight members; half of whom would be members of panchayat Samitis and the other half would be persons interested in education. In short, the composition of the standing committee on education/social education at the Panchayat Samiti level will be the same as that recommended by us above at the district level or for the bigger municipalities.

34. *Establishment of School Committees at the Village Panchayat Level*:—In our opinion primary education will not make adequate progress unless the parents, who directly benefit from it, are made to take an intelligent interest therein. The constitution of school committees at the village Panchayat level is, therefore, extremely important. We, therefore, recommend that steps should be taken to establish, under suitable legislation, a school committee in every village Panchayat. Each such committee should consist of not less than four and not more than eight members—half of whom would be elected by the village Panchayat from amongst its own members and the other half would be non-members of the village Panchayat, but interested in education. We need not prescribe any rigid qualifications, this level, for persons interested in education. It would also be desirable to have, wherever possible, a woman or a Harijan or an Adivasi as a member of the school committee.

35. The Headmaster of the local school, or when there is more than one school in the village Panchayat, the seniormost Headmaster of the school should be the ex-officio Secretary of this committee. The Sarpanch of the village panchayat should necessarily be a member and ex-officio Chairman. The duties of this committee would include supervision over the local school and assisting it in every way possible. We have reproduced, in Annexure IX, a paper written by the Chairman of the committee, which describes in detail the manner in which such village school committees may be constituted, their functions and their finances. We broadly agree with the recommendations made in this paper.

36. The duties and responsibilities of the Village School Committees as suggested in this paper are the following :—

- (a) to assist the Panchayat Samitis in the preparation and implementation of plans for the development of Primary education in their areas;
- (b) to provide adequate accommodation and equipment for local Primary schools;
- (c) to provide for the welfare of the children attending local Primary schools;
- (d) to carry out the current repairs of the school building and, if directed by the Panchayat Samiti, to carry out special repairs and to construct new buildings;
- (e) to exercise such supervision over the local Primary school as may be prescribed or may be directed by the Panchayat Samiti by a general or special order;
- (f) to be responsible for the enforcement of compulsory attendance in the village in accordance with the Rules and Regulations prescribed for the purpose and general or special directives of the State Government and the Panchayat Samitis;
- (g) subject to the funds at its disposal, to provide poor children with slates, books, clothes and other educational equipment;
- (h) to be responsible for the proper management of the school funds;
- (i) to provide play-grounds and school gardens to maintain them with the assistance of the pupils and the staff of the schools;
- (j) to make provision for drinking water and other necessary amenities required by school children;
- (k) to make provision, wherever possible, for mid-day meals to poor and under-nourished children;
- (l) to make provision for school uniforms;

- (m) to celebrate school functions and to organize excursions or other social and cultural programmes in accordance with the instructions that may be issued by Government or the Panchayat Samiti from time to time; and
- (n) generally to exercise such powers and perform such duties as the Panchayat Samiti may delegate from time to time.

We realise that, at the present moment, the Village Panchayats are, in most cases, very weak and they do not also have adequate and properly trained staff. It will, therefore, not be possible for every School Committee at the Panchayat level to undertake all these responsibilities. It should, therefore, be the responsibility of the Panchayat Samiti to decide which powers are to be delegated to each School Committee at the village level. If a Village School Committee is doing good work its powers may be increased. On the other hand, if it is not showing good progress, its powers may be withdrawn and, in extreme cases, the Committee may even be superseded. We, however, feel that there will be quite a few Village Panchayats (especially as all Municipalities in towns with population of less than 10,000 are going to be converted into Village Panchayats) which would have the necessary organisation, staff and experience to undertake these responsibilities and also to exercise financial powers. It should be a policy of the Panchayat Samiti to delegate the widest powers to such Village School Committees and also to give them grant-in-aid to supplement their resources for discharging these responsibilities. As time passes, the number of such village school committees will go on increasing, especially if proper encouragement is given by the Education Extension Officers, Vikas Adhikaris and Pradhans.

37. Finance of the Zilla Parishads, Samitis and Village School Committees:—Each one of these organisations, namely, the Zilla Parishad or the District Education Committees at the district level, the Panchayat Samiti at the block level and the school committees at the Village Panchayat level will have to raise their own resources in support of the programmes of primary education entrusted to them. Systems of grant-in-aid from the State to these organisations will also have to be drawn up. These are, however, points which we will discuss in the next chapter.

38. *Middle Schools*:—A question was specifically raised before us whether the middle schools should or should not be transferred to the Panchayat Samitis. We have examined this problem from every point of view and have come to the conclusion that the middle schools should not be transferred immediately to the Panchayat Samitis or Municipalities on account of the following reasons:—

(1) There is plenty of work in primary education alone to engage all the energies of the Panchayat Samitis and Municipalities for the next 10-15 years. Even if they strive their utmost to solve this problem, it would be a very creditable achievement.

(2) We have recommended that an intensive effort should be made in the Fourth Plan to improve the quality of middle schools. We consider this as a key sector which throws up good students. The best policy would, therefore, be for the State to intensively improve the middle schools during the Fourth Five-Year Plan.

(3) We do not think that any consolidation has taken place, ever since the administration of primary schools was transferred to the Panchayat Samitis in 1959. Things have still been a melting pot and changing almost from year to year. We are now making very radical recommendations for reorganising the set up for the administration of primary education. We think that it is necessary to introduce this new system and allow adequate time for it to settle down. This may take about 4 or 5 years.

39. In short, our considered recommendation is that the administration of primary schools under the Panchayati Raj Institutions should be consolidated and put on a firm basis on the lines we have recommended before transferring middle schools.

CHAPTER VII

Financial Implications

The elementary education is one of the costliest of social services. Within education itself, it is generally the largest single item of expenditure. The development of elementary education in India—as in all developing countries—is held up mainly on financial grounds. In the development of elementary education in Rajasthan, therefore, the greatest difficulties to be encountered would be financial. A considerable and careful thought will, therefore, have to be given to (1) determination of the likely expenditure needed for evolving a reasonable programme of good elementary education, (2) deciding upon the manner in which these necessary resources could be raised, and (3) evolving techniques which will stop all loopholes and make every available rupee go the longest way. The treatment of these problems, as developed in this Chapter, is not meant to be exhaustive; but, in its course, we propose to discuss, in broad outline, these and other allied problems of the financing of elementary education in Rajasthan.

2. *Total Expenditure Required for the Development of Elementary Education in the Fourth and Fifth Plans:*—Let us begin with the first important issue, namely, the total expenditure required for the development of elementary education, on the lines we have recommended in the earlier chapters. It is true that our estimates of enrolments etc. have been projected to the Sixth, and in some cases, even to the Seventh Plan. There is, however, hardly any point in making financial estimates spread over so long a period. On practical grounds, therefore, we shall confine our discussion of financial issues to the Fourth and Fifth Plans only. Similarly, we shall also not take into consideration any rise in prices, because such an exercise has immense inherent difficulties. All estimates that we are making, are, therefore, based on constant prices as they were in 1961. If these increase radically, adjustment will have to be made in our estimates to allow for the rise in prices.

3. It will be convenient to consider the recurring and non-recurring expenditure of the programme separately.

4. *Recurring Expenditure on Primary Education*:—At the end of the Third Plan, the total enrolment in classes I to V is expected to be 18.6 lakhs and the cost per pupil is expected to rise to Rs. 35 per year (as against Rs. 33 in 1960-61). The total expenditure on primary education would, therefore, be Rs. 651 lakhs. Similarly, the enrolment at the middle school stage will increase to 4 lakhs and the cost per pupil per year would be Rs. 60 (as against Rs. 56 in 1960-61). The total cost on education at the middle school stage would, therefore, be Rs. 240 lakhs. In addition, the total expenditure on training institutions would be about Rs. 40 lakhs per year. Taking it all together, the total recurring expenditure on elementary education at the end of Third Plan would, therefore, be Rs. 931 lakhs, which works out at Rs. 4.00 per head of population (as against Rs. 2.5 in 1960-61).

5. During the Fourth and the Fifth Plans, this expenditure will increase considerably. The rise will come about in two ways. One on the one hand, the number of pupils enrolled will increase and on the other, the recurring cost per pupil per year will also increase, because of the attempt to improve quality. We have recommended that the emphasis on the Improvement of quality should first be concentrated at the middle school stage. Increase in cost per pupil would, therefore, be sharper at the middle school stage than at the primary. We, therefore, suggest that the cost per pupil per year in the middle school stage may be raised from Rs. 60 at the end of the Third Plan to Rs. 80 at the end of the Fourth Plan and to Rs. 90 at the end of the Fifth Plan. At the primary stage the increase in cost will be comparatively less, especially, if the double-shift system is adopted as recommended by us in classes I to II. We, therefore, propose that the cost per pupil per year at the primary stage should be raised from Rs. 35 at the end of the Third Plan to Rs. 40 at the end of the Fourth Plan and Rs. 50 at the end of Fifth Plan. The expansion in the training of teachers would be very large—from about 8000 seats at the end of the Third Plan to about 25,000 at the end of the Fifth Plan. Moreover, owing to qualitative improvement of teachers-education, the cost per trainee also will rise from Rs. 550 at the end of the Third Plan to Rs. 700 at the end of the Fourth Plan and to Rs. 750 at the end of the Fifth Plan. In addition to this, we will have to provide funds for the inservice education of teachers. These will be of a comparatively small order in the Fourth Plan but will rise considerably in the Fifth Plan. We suggest that we may provide Rs. 10 per teacher per year in the Fourth Plan and Rs. 25 per teacher per year in the Fifth Plan.

6. On these assumptions, we find that the total recurring cost of elementary education would increase from Rs. 931 lakhs at the end of the Third Plan to Rs. 2055 lakhs at the end of the Fourth Plan and to Rs. 3,441 lakhs at the end of the Fifth Plan. These figures will work out at Rs. 4.0 per head of population at the end of the Third Plan, Rs. 7.7 per head of population at the end of the Fourth Plan and Rs 11.2 per head of population at the end of the Fifth Plan.

7. *Non-recurring Expenditure on Elementary Education:*—In addition to this recurring expenditure, provision will also have to be made for non-recurring expenditure on primary education. We have already pointed out that only 50 % of the existing schools have fairly satisfactory buildings and equipment. We will, therefore, have to provide buildings and equipment, not only for all the additional enrolment that will accrue in the Fourth and Fifth Plans, but also for 50% of the enrolment already achieved at the end of the Third Plan. The cost of building may be taken at Rs. 75 per child at primary school stage and Rs. 100 per child at middle school stage and that of equipment may be taken as Rs. 15 at primary school stage and Rs. 25 at middle school stage per child. The total cost of the programme of buildings and equipment will, therefore, come about Rs. 27.0 crores, for the programme as we have visualised above, in the Fourth Plan and to about Rs. 16 crores in the Fifth Plan. In addition, a sum of Rs. 7 crores will be needed for the non-recurring expenditure on the improvement of training institutions (about Rs. 3500 per seat).

8. It will thus be seen that a total non-recurring expenditure of about Rs. 50 crores will be needed for elementary education in the Fourth and the Fifth Plan put together. This will imply an expenditure of about Rs. 5 crores per year.

9. *General conclusions:*—Two points would be clear from the foregoing discussion. The first is that the rates of expenditure we have assumed are, on the whole, on the low side. These will disappoint most persons because they will not enable us to carry out some of the most desirable and urgent reforms. In spite of these low assumptions, however, the total amount required for the development of primary education is fantastically large. It is obviously beyond the resources of the State Government to meet.

10. How then is this huge cost to be met? There are obviously; four ways. (1) the Government of India must come forward with a larger measure of Central assistance; (2) the

State Government itself may raise additional resources; (3) the local bodies in the State should be required to raise as large resources as possible; and (4) the local communities will have to come forward with non-recurring donations and contributions for meeting a large part of non-recurring expenditure involved.

11. *Central Assistance*:— In our opinion, what is needed is not only increased Central assistance, but a radical alteration in the form of Central assistance as well. In this context, we make the following three proposals for consideration:—

(a) *Special Grant for Primary Education under the Finance Commission's Allocations*:—The first Finance Commission sanctioned a special grant for primary education to the backward States. The grant was, however, discontinued by the Second Finance Commission. In our opinion a time has come when the grant should be revived. We, therefore, recommend that the State Government should approach the Finance Commission with the request to revive the special grant for primary education with effect from the Fourth Plan. If such a grant is instituted, it will have to be continued in the Fifth Plan also. It may be reduced to some extent in the Sixth Plan when the pressures of expansion will be lightened to some extent and may be discontinued by the end of the Seventh Plan. It is, however, obvious that, unless such special assistance is made available to all the backward states and to Rajasthan by the Finance Commission for the next three or four plans, the problem of universal education will not be solved.

(b) *Expansion of the Centrally sponsored Sector*:— There has been a growing feeling in the country that the Centrally-sponsored sector should be expanded and that teacher-training, which is so vital to the progress of education, should be included within the Centrally-Sponsored Sector. In Rajasthan, a very large amount will have to be spent on expanding and improving the training of teachers. We would, therefore, recommend that the Central Government should include the programme of teacher-training as a Centrally-Sponsored Scheme in the Fourth and the Fifth Plans. This

will provide the financial assistance needed for the programme on a 100 per cent basis outside the State Plan and would obviously form a substantial relief in developing the elementary education.

- (c) *New System of Central Grants*:—It is also for consideration whether the existing system of central Assistance to States should continue as it is or whether it should be radically altered. At present, the Government of India gives assistance to State Governments only for the Plan expenditure and during the Plan period. At the end of the Plan period, the expenditure becomes committed and has to be taken over by the State Government. This system of grant-in-aid is well suited for programmes like irrigation works where the expenditure is mostly of non-recurring character and where the state gets regular recurring income when the project is completed. But in education the recurring expenditure goes on continuously increasing. The Central assistance during the Plan period, therefore, merely results in a large volume of committed-expenditure, which the State has to bear. In fact, the larger the Central assistance, the greater is the committed expenditure of the State. The poor states, therefore, are often unwilling to accept central aid during the plan period (even when it is given on a 100 per cent basis) because they do not have the resources to bear the committed expenditure involved. It may, therefore, be worthwhile to consider a radical change in the present pattern of central assistance. We feel that central assistance to states, for purposes of elementary education, should be based, not only on 'plan' expenditure, but on the 'total' expenditure-plan or non-plan. For instance, the Government of India may give to the State Government 50% of the total expenditure on the salaries of teachers, the other 50% coming from the State Government. For the non-teacher costs, the Central Government may give nothing, but the State Government and the local bodies may agree to share them half and half. In a total expenditure of Rs. 100 on elementary education about Rs. 70 will be spent on teacher-costs and Rs. 30 on non-teacher-costs. (At present the proportion is Rs. 85 for teacher-costs and Rs. 15 for non-teacher costs. But this proportion will change as we make greater

attempts for qualitative improvement). The Government of India should, therefore, give Rs. 35 (or half of the expenditure on teachers salaries). The non-teacher costs of Rs. 30 will be shared between the State and the local bodies on fifty-fifty basis, i. e. Rs. 15 each. Of the total expenditure of Rs. 100 on elementary education, therefore, the centre would share Rs. 35, the State would share Rs. 50 and the local bodies would share Rs. 15. If such assistance on the total recurring costs can be established, the progress of primary education would be faster and even the backward and poorer States would be able to fulfil the constitutional directive much earlier.

12. It is not for this Committee to make recommendations to the Government of India, as to the basis on which central assistance would be made available to the State Government. But we do feel that the ideas suggested above should be taken by the Government of India and explored further. If demands on these lines are pressed by the State Governments, some satisfactory solution is sure to be reached at an early date.

13. *Effort of the State Government*:—Even when all possible help from the Central is taken into account, it still goes without saying that the State will have to provide more resources for the development of education in general and elementary education in particular. This can only be done through taxation—either general or specific. At the State level, however, we do not recommend any levy of educational cess and feel that all the additional amount needed for the programme of elementary education will have to be found by the State Government through an increase in general taxation.

14. In Rajasthan, we do not think that the State Government would, in any way, be unwilling to raise additional resources. In fact, we have a feeling that the State Government is doing a good deal more than many other States. The over-all financial position in Rajasthan, however, continues to be weak for two reasons. (1) the Central assistance is inadequate; and (2) the local bodies do not play their proper role. We, therefore, think that in the Fourth and Fifth Plans, more attention will have to be concentrated on securing larger quantum of Central assistance and also on raising larger resources through local bodies. In a way, it is an indirect responsibility of the State Government itself to strive for these ends and to secure them.

15. *Efforts of Local Bodies* :—One obvious lacuna in the Rajasthan system which appears even to a casual student of the system of primary education in the State is that the Municipalities in Rajasthan contribute nothing to the support of primary education. In a State like Maharashtra, for instance, Municipalities make a very considerable contributions to the primary education. The Municipal Corporation of Bombay spends more than Rs. 2.5 crores a year on primary education. Every Municipality—big or small, in all the erstwhile provinces of British India, were made to contribute to the expenditure on primary education as early as 1884, and the tradition has been continued. It is only in the areas of the old Princely States that this tradition did not exist. As Rajasthan has been carved out of these Princely States, it has had no tradition of Municipalities financing primary education.

16. We, however, believe that it is absolutely necessary to rope in the Municipalities in Rajasthan in the support of primary education. We, therefore, recommend that all urban areas should be made to levy a compulsory education cess for purposes of elementary education. To begin with, the amount of this cess may be fixed at 2 per cent on the annual letting value of each property in urban areas.

If this is done, a fairly large amount will be available for the development of primary education in urban areas and to that extent, the burden on the State Government would be less. We have recommended, in the preceding chapter, that all urban areas should be compelled to take over the administrations of primary schools and bear a part of the expenditure thereon. What we would like to insist, however, is not so much the aspect of control as of contribution. We insist that the Municipalities should be compelled to levy an educational cess to contribute their share of expenditure on primary education. If they accept the control of primary schools, well and good. But they should not be allowed to escape their contribution under any circumstances on the plea that they do not want to take over control.

17. The same observations, with slight modifications, will apply to rural areas also. We have pointed out in an earlier chapter that the Panchayat Samitis were expected to raise their own funds and to contribute liberally to the expenditure on primary education. As we have pointed out earlier, these hopes have not generally materialised. We, therefore, feel that a stage has been reached when the levy

of an educational cess in rural areas should be made obligatory on all Panchayat Samitis by a suitable amendment to the Rajasthan Panchayat Samitis and Zilla Parishads Act, 1959. We were happy to find that a proposal to this effect has also been made by the Sadiq Ali Committee (Annexure X). We entirely agree with this proposal and recommend that it should be implemented without delay.

18. *Voluntary Contributions*:—In addition to this compulsory levy, we also recommend that every effort should be made to raise voluntary contributions from local communities for the development of elementary education. We have recommended earlier that the school improvement programme, as developed in Madras State, should be adopted in Rajasthan also. Similarly, we might undertake an extensive programme of school meals with community support. If properly approached, the local communities would be quite willing to bear, on the voluntary basis, a certain proportion of the recurring expenditure on primary education—specially on programmes like provision of free text books or school uniforms and also a considerable portion of the non-recurring expenditure. This needs educative propaganda and it is in this sector that the non-official leadership to whom the development of elementary education is now entrusted has its part to play.

19. *Grants-in-aid*:—Another important financial problem which needs careful study is that of grant-in-aid. In the administration of primary education, we generally find that executive responsibilities are fixed on a lower level where adequate financial resources do not generally exist. While at the higher levels, where more plentiful finances are available, the executive responsibilities for elementary education are generally less. What is needed, therefore, is a system of grant-in-aid, which will pass the necessary funds from the higher levels to the lower levels in such a manner that, at each level of administration, the resources available would be adequate to discharge the responsibilities fixed at that level.

20. The grant-in aid in elementary education will be of three types:—(1) the grant-in-aid from the Centre to the states; (2) the grant-in-aid from the State to the local bodies; and (3) the grant-in-aid from the State or local body to voluntary organisations. Some concrete proposals regarding the first of these types have already been put forward earlier. We shall, therefore, now turn to the discussion of the remaining two types.

21. *Grant-in aid from the State to the Zilla Parishads:—*

We have recommended, in the preceding chapter, that the State Government should give grants-in-aid to the Zilla Parishads on the following basis:—

- (1) The entire salary of the Education Officer will be borne by the State Government direct from its own funds;
- (2) 50% of the total expenditure incurred on the travelling expenses of the members of the Council; and;
- (3) 50% of the total expenses incurred on maintaining office of the District Education Council.

22. *Grant-in-aid to the bigger Municipalities :—* In the same chapter we have also suggested that the grant-in-aid to the bigger Municipalities (with more than 50,000 population) should be given on the following basis :—

- (1) The entire expenditure on the salary and allowances of the Education Officer of the Municipality would be borne by the State Government from its own funds;
- (2) 50% of the expenditure incurred in maintaining the office of the Education Committee of the Municipality;
- (3) 100% on the salaries and allowances of teachers; and
- (4) 20% on the construction of school buildings and special repairs.

23. *Grant-in-aid to the smaller Municipalities:—*The grant-in-aid to the smaller Municipalities (with less than 50,000 population) should be on the same basis as for Panchayat Samitis. For instance, these should include:—

- (1) 50% of the clerical establishment and other expenditure maintained by the Municipalities for the administration of primary schools within their areas;
- (2) 100% on the salaries and allowances of teachers;
- (3) 50% on contingencies and equipment; and
- (4) 30% on the construction of buildings and special repairs.

24. *Grants-in-aid to Panchayat Samitis*:—The grant-in-aid to Panchayat Samitis should continue on the present basis. We would recommend, however, one important change. When an additional post of a teacher is sanctioned, a minimum equipment grant of Rs. 200 per teacher in primary schools and Rs. 350 per teacher in middle schools should also be sanctioned on a non-recurring basis. This will provide the schools with the minimum equipment needed. This amount should be made available to the Panchayat Samitis on a 100% basis. It is only for additional equipment and for contingencies that the Panchayat Samitis should be required to contribute their share of fifty per cent of the expenditure.

25. *Grants-in-aid to Village School Committees*:—One of our main recommendations has been that effective school committee should be constituted at the village Panchayat level. Provision should be made for giving grants-in aid to them from the Panchayat Samitis in all cases where these Committees have been given financial powers. The basis of these grants has already been agreed in Annexure IX. If this system is adopted, the Panchayat Samitis will cease to in direct expenditure on the primary schools. Instead, they will utilise their funds in giving grants-in-aid to the school committee at the village level who, in their own turn, raise matching funds. The total amount available for elementary education would thus be increased still further.

26. *Procedure for transfer of funds to Panchayat Samitis*:—The existing procedure for transfer of departmental funds to the Panchayat Samitis is circuitous and cumbersome and ought to be changed.

27. At present the Director of Primary and Secondary Education writes to the Joint Development Commissioner for transfer of funds indicating the amounts to be transferred to different Panchayat Samitis. The Office of the Joint Development Commissioner awaits such letters from other Departments and when the statements of transfer of funds from several departments have been received, they are consolidated and sent to the Finance Department. The Finance Department takes its own time in scrutinising the statements and sending them to the Accountant General finally. The Accountant General, then informs the Treasury Officers. This procedure takes a lot of time, with the result that some times salaries of the teachers are held up and telegrams are received from the Vikas Adhikaris saying that the funds have not been transferred to their P.D. account.

28. The Director of Primary and Secondary Education should be allowed to issue sanctions for transfer of funds to the Panchayat Samitis and on the basis of these sanctions, the Treasury Officers should be authorised to credit the amount into the P.D. accounts of the Panchayat Samitis. This procedure has also been suggested by the Study Team on Panchayati Raj appointed by the Government.

CHAPTER VIII

Summary of Findings and Recommendations

For convenience of reference, we give below a summary of our main findings and recommendations.

1. A review of the expansion of primary and middle school education in the first three Plans leads to the following broad conclusions :—

- (1) Primary and middle school education has received a lower priority than secondary and university education;
- (2) Subject to the limitation implied in (1) above, there has been considerable expansion in primary and middle school education in Rajasthan in the first two plans. In fact, it may even be stated that the rate of expansion of primary and middle school education in Rajasthan in the first two plans has been much greater than that in the Indian Union as a whole;
- (3) In the Third Five Year Plan, however, the rate of expansion of primary education has been slowed down mainly because of the diversion of funds from primary to secondary or higher education. Fortunately, this has not affected the provision of facilities at the middle school stage;
- (4) In spite of all the expansion achieved so far at the primary and middle school stages, Rajasthan still continues to be a backward State. At the end of the Third Five Year Plan, its enrolment in classes I-V would be only 58.0 per cent of the age-group 6-11—the lowest in the Indian Union. At the middle school stage, its enrolment in classes VI-VIII would be only 24.1 per cent as against 31.6 per cent in the Indian Union as a whole—this is higher than in three other States, Orissa (22.9 per cent), Uttar Pradesh (21.1 per cent) and Madhya Pradesh (19.4 per cent);

- (5) The effort to expand elementary education in Rajasthan in the first three Plans has, therefore, been commendable on the whole. But it has not been fast enough to overcome the initial handicaps which Rajasthan had. The conclusion is obvious; the rate of expansion of elementary education would have to be increased in the next three Plans and larger financial allocations would have to be made for it.

2. The quality of education has, however, not improved in proportion. In fact, there is enough reason to believe that the standards in elementary education have been adversely affected. This is due to several factors among which the following may be mentioned :—

- (1) A large majority of the children now being enrolled in elementary schools belong to the first generation to be educated;
- (2) The position of school building has deteriorated considerably in the last 15 years owing to several reasons. The expansion of elementary education is now very rapid, schools are being established even in very small villages and poorer localities where the people are unable to provide the necessary funds, although a good deal of popular contribution is still forthcoming, its quantum is considerably limited by the numerous demands that are now being made on community resources for other developmental purposes; and the costs of construction have gone up. By and large, it may be said that only 50 per cent of the primary schools are now provided with fairly satisfactory and adequate accommodation. The accommodation for another 40 per cent of the schools can be made satisfactory with certain additions, alterations or repairs; but about 10 per cent of the school buildings are extremely unsatisfactory. This position is becoming worse every year because the number of new buildings constructed in a year is not even equal to the expansion achieved in that year.
- (3) What is said above about the buildings is applicable, by and large, to equipment also. There are large numbers of schools, which do not have even the minimum equipment required. Even in 1959, the position regarding school equipment was not satisfactory. During the last few years, it has deteriorated still further mainly because the Panchayat

Samitis have not been able to raise 50 per cent of the expenditure on equipment as is expected under the grant-in-aid rules.

- (4) Children are often found to be without text books and necessary writing materials which affects their progress adversely.
- (5) There has been considerably improvement in Rajasthan in the remuneration and general education of teachers and, in both these matters, Rajasthan compares very favourably with other States. But in so far as professional training is concerned, the position is far from satisfactory. The duration of the training course in Rajasthan is only one year whereas it should be two years. The total provision of seats in training institutions is only about 8000 while we need about 25,000, and the standard of teaching in training institutions also leave much to be desired.
- (6) The morale of the teachers has also been affected. This is due partly to the large expansion that has taken place (which makes it necessary to recruit all types of persons to the teaching profession) but mainly to the transfer of primary schools to Panchayat Samitis, which have abused the power of postings and transfers vested in them.
- (7) The quality of supervision has also deteriorated considerably. This is due partly to the fact that the inspecting officers have had no special training for the task of supervision and partly to the large increase in the number of primary schools. The transfer of the inspecting officers (now called Education Extension Officers) to the Panchayat Samitis has made the matters worse. These officers have now been compelled to assume administrative duties which they did not perform in the past and they are also made subject to political pressures which did not exist before. The time available to them for inspection of schools has been further reduced by the need to participate in the non-educational activities of the Block Development Team. The technical guidance of the officers at the district level (which was readily available in the past) has also largely ceased to exist in fact, if not in theory.

We, therefore, find that about 10 per cent of the schools are not inspected at all, a fairly large number of schools are only visited or inspected once; and only about 30 per cent of the schools are inspected twice a year, according to the rules. Even in the schools thus inspected, there is very little follow up action on the inspection reports.

3. Almost all the persons, who gave evidence before the Committee were of opinion that there has been a great and commendable expansion in elementary education (although it has not been fast enough to meet the needs of the situation) but that the standards of teaching have, by and large, deteriorated in the last 15 years. The Committee broadly agrees with this view.

4. *Programmes of Expansion (1966-81)* :— By the end of the third Plan (1965-66), the total enrolment in classed I-V would be 18.6 lakhs—14.5 lakhs of boys and 4.1 lakhs of girls. This will be equal to 58 per cent of the total age-group 6-11 (87.2 per cent of boys and 26.4 per cent of girls). Rajasthan would, therefore, be able raise its enrolment in classes I-V to about 100 per cent of the age-group 6-11 only by the end of the Fifth Plan (1965-76) and to enrol all the children in the age group 6-11 in schools only by the end of the Sixth Plan (1980-81).

5. On the basis of these assumptions, we recommend that the additional enrolment to be attempted in the Fourth Plan should be 13.4 lakhs (5.5 lakhs of boys and 7.9 lakhs of girls) as against a total additional enrolment of 12.33 lakhs in the second and third Plans put together. This will raise the percentage of enrolment to 84.3 (100.9 per cent for boys and 66.2 per cent for girls). In the Fifth Plan, the enrolment should be increased by another 12 lakhs (4 lakhs of boys and 8 lakhs of girls). This will raise the total enrolment to 44 lakhs or 102.6 per cent of the age-group 6-11 (106.6 per cent for boys and 98.3 per cent for girls). The programme would have to be continued in the Sixth Plan also when an additional enrolment of 11 lakhs will have to be attempted (6 lakhs of boys and 5 lakhs of girls). This will raise the total enrolment to 55 lakhs or 119.5 per cent in the age-group 6-11 (124.2 per cent boys and 114.3 per cent girls).

6. With regard to the age-group 11-14, we find that the total enrolment in classes VI-VIII in Rajasthan at the end of the Third Plan (1965-66) would be only 4 lakhs (3.2 lakhs

boys and 0.8 lakhs girls). This implies an enrolment equal to 24.1 per cent only of the age-group 11-14 (37.1 per cent boys and 9.9 per cent girls). It, therefore, appears that it will not be possible for Rajasthan to enrol all the children in the age-group 11-14 till the end of the Seventh Plan (1985-86) at the earliest. It is, therefore, proposed that, by the next three Plans, the target of expansion should be to increase the enrolment in classes VI-VIII to 75 per cent of the age-group 11-14 by the end of the Sixth Plan (1980-81).

7. On this basis, the additional enrolment to be attempted in the Fourth Plan should be 3 lakhs (2.0 lakhs of boys and 1.0 lakhs of girls) which is about equal to the additional enrolment in the Second and the Third Plan put together. This will raise the enrolment in classes VI-VIII to 35.3 per cent of the age-group 11-14 (50.6 per cent for boys and 18.8 per cent for girls). In the Fifth Plan, the enrolment should be raised still further to 11.5 lakhs or 45.5 per cent of the age group 11-14 (65.6 per cent for boys and 31.6 per cent for girls). In the Sixth Plan, the programme of expansion at the primary stage would already have been completed and it would, therefore, be possible to have a large expansion at the middle school stage. It is, therefore, proposed to raise the enrolment in classes VI-VIII in this Plan to 19.5 lakhs or 75 per cent of the age-group 6-11 (91.5 per cent of boys and 56.6 per cent of girls).

8. *Part-time Education*:— In order to make expansion of the above order possible, it will be necessary to provide part-time education for children in the age-group 9-14. This programme will be of three types:—

- (a) The first type of the programme would be for those children in this age-group who have never been to school or who have left the school so early that they have again lapsed into illiteracy. The objective of the programme for these children would be to impart literacy and to give broadly that core of skills and information, which is imparted in classes I-V.
- (b) The second type of the programme would be meant for those children, who have completed the primary stage, but who are not able to attend the middle schools on a whole-time basis for economic or other reasons. The programme of instruction for this group of children should be drawn up at a higher level and should include the elements of language,

general information and some vocational skills. On the basis of the work or profession, which they have actually undertaken or are proposed to undertake.

- (c) The third type of the programme would be for those brilliant children, who would like to pursue the formal course of studies in classes VI-VIII on a part-time basis and thus qualify themselves for admission to secondary schools, special arrangements should also be made for meeting the needs of such children.

9. All these programmes of part-time instructions should be arranged in accordance with the convenience of the children attending them. The existing buildings of primary and middle schools can be utilised as also the existing equipment of these institutions. Similarly, the existing teachers in primary and middle schools can also take up this additional work, if for that purpose, a special and suitable allowance is to be paid to them. Special curricula will have to be prepared for these courses and a short orientation course would have to be provided to teachers conducting them.

10. *Education of Girls*:—The most important part of the expansion to be attempted in the next three Plans is to increase the enrolment of girls. The emphasis on this programme will, therefore, have to be greatly increased and special measures would have to be taken, as recommended in the Report of the National Committee on Women's Education or in the Report of the Bhaktavatsalam Committee.

11. *Text-Books and Writing Materials*:—In order that poverty should be no bar to receive elementary education, provision will have to be made to supply textbooks and writing materials, free of charge, to all students or at least to all poor and needy students. In order to reduce the cost of this programme, the experiment of keeping this equipment in schools and making it available to children during school hours may be tried.

12. *School Meals*:—Rajasthan has developed a good programme of school meals which should be extended further and enriched. The target should be to provide a school meal for every child or at least to all poor and under-nourished children who form about 30 per cent of the total.

13. *The Backward Classes*:—The Schedule castes and scheduled tribes form about 28.1 per cent of the total population of the State. At present, the enrolment of children from these communities is not proportional to their numbers. For instance, the enrolment of the scheduled caste children is only 8.5 per cent at the primary stage and 5.3 per cent at the middle school stage although their proportion in the total population is 16.6 per cent. Similarly, the enrolment of the scheduled tribes at the primary stage is only 5.7 per cent and that at the middle school stage is only 2.0 per cent although their proportion to the total population of the State is 11.5 per cent. In the next three Plans, therefore, special measures would have to be adopted for spreading education among the children from these backward sections on the lines recommended by the Dhebar Commission. The voluntary organisations working in the field will have to be encouraged and assisted to intensify their educational programmes.

14. *School Uniforms*:—The provision of free school uniforms is necessary, especially for girls, in order to secure the large expansion visualised in the next three Plans.

15. *Compulsory Education Law*:—Although the main reliance in expansion of elementary education is to be placed on propaganda, persuasion and assistance to overcome economic difficulties, the enforcement of compulsory legislation is also essential. The Committee, therefore, welcomes the decision of the State Government to pass a Compulsory Education Law and recommends that it should be introduced in a few selected areas as early as possible. In the light of the experience gained, it might be extended to all parts of the State in due course.

16. *Removal of Regional Imbalances*:—The Committee finds that some parts of the State (like the districts of Ajmer and Alwar) are very advanced while other areas of the State (like the districts of Barmer, Jalore or Jaisalmer) are extremely backward. During the Fourth and the subsequent plans special efforts will have to be made to see that backward areas are assisted to come on par with the more advanced ones. For this purpose, the programme of equalisation grants will have to be introduced.

17. *Urban and Rural Areas*:—There is also a marked difference at present in the expansion and quality of elementary education between urban and rural areas. This difference also will have to be eliminated and steps to that end will have to be taken from the Fourth Plan onwards.

18. *Educational Survey and Preparation of Development*

Plans:—We recommend that the Education Survey of the State, carried out in 1957, should be revised as on 31st March 1965. In the light of this revision, steps should also be taken to prepare detailed development plans for primary, middle and secondary education in each district. Definite procedures should be prescribed for the preparation and amendment of these plans. All future expansion of education to be attempted in the Fourth and the subsequent plans should be in accordance with these District Development Plans for Education.

19. *Programmes for qualitative Improvement:*—The importance factor which affects the quality of education is the teacher. Steps to improve the teacher would, therefore, have to be given a high priority in the Fourth and the subsequent Plans.

20. *Remuneration of Elementary School Teachers:*—The scales of pay of elementary teachers in Rajasthan compare favourably with those in other States. They also have pensionary benefits (except the small number of teachers in private schools, for whom the introduction of the triple-benefit scheme is recommended). We have, therefore, no immediate proposal to make regarding the revision of emoluments of teachers. We, however, feel that some improvement in this direction will have to be attempted in the future on account of the improvement in the minimum qualifications prescribed, or to attract better type of persons to the profession, or to compensate for rising prices or to give benefits to the teachers of the growth in national income.

21. *General Education of Elementary School Teachers:*—The standards of general education of elementary teachers in Rajasthan compare favourably with those in other States. Action is, however, necessary in three directions:—

- (1) The recruitment of non-matriculate teachers should be discontinued as early as possible and by the end of the Fourth Plan at the latest.
- (2) Where non-matriculate teachers are to be recruited per force for special considerations, steps should be taken to make them matriculates through programmes of correspondence education organised by the State Institutes of Education.

- (3) An attempt should be made to increase the proportion of graduate teachers, both in primary and middle schools.

22. *Training of Elementary School Teachers (Pre-Service):—*

The existing arrangements for the pre-service training of elementary school teachers in Rajasthan are far from satisfactory, either in quantity or in quality. An expansion, and improvement of the pre-service training is, therefore, a programme of very high priority to be included in the Fourth plan.

23. The following targets are suggested for the pre-service training of elementary teachers in Rajasthan:—

- (a) By the end of the Fourth Five Year Plan, the facilities for teacher-training should be so expanded that the annual output of trained teachers is about equal to the additional annual demand for teachers. This will make it possible to recruit only trained teachers from the Fifth Five Year Plan onwards.
- (b) The existing backlog of untrained teachers in service should be cleared by the end of the Fourth Five Year Plan through a programme of in-service training, and especially through the provision of correspondence courses.
- (c) The duration of the training course, which is one year at present, should be increased to a minimum of two years. This should be done when the percentage of trained teachers reaches about 90.
- (d) The training institutions should be carefully planned to cover all the areas in the State. For this purpose, the district should be taken as a unit and the attempt should be to train, as far as possible within the district itself, all the teachers required to meet the needs of the district.
- (e) Since bigger training institutions are more efficient and economical, the size of very training institution should be raised to 200 and, wherever possible to an even higher enrolment.

- (f) No money should be spared in providing adequate buildings and equipment and other facilities to training institutions with a view to improve their standards.
- (g) The pupil-teacher ratio in training institutions should be not more than 1:15 and preferably 1:12.
- (h) The pay scales of teacher-educators working in training institutions should be equal to teachers of higher secondary schools. The Headmaster of a higher secondary school and that of a teacher training institution should have the same scale of pay. The assistant teachers in training institution should also have the same scale of pay as the senior teachers in higher secondary schools. As teacher educators have to work harder and as they do not get private tuitions, they should be given an allowance of Rs. 30 per month over and above their scale of pay which the inspecting officers now get.

24. At present, there are 69 training institutions for elementary teachers in Rajasthan with an enrolment capacity of about 8000. What we shall need in future, is a total enrolment capacity of about 25,000 in the training institutions. This should be distributed equitably between the different districts of the State so that the teachers required for any one district are trained up within that district itself.

25. *Training of Elementary School Teachers (In-service)*

The inservice training of elementary school teachers is even more important than pre-service training. From this point of view, the following programmes should be organised:

- (1) The Government of India is assisting the State Governments to establish Extension Services Centres in training institutions. This assistance should be accepted and the Extension Centre developed to the fullest extent possible.
- (2) The State Institute of Education should also organise programmes of inservice training for elementary teacher.
- (3) The existing backlog of untrained teachers (which is estimated at about 18,000) should be cleared as

quickly as possible through organisation of short-term courses and by developing a programme of correspondence courses under the State Institute of Education.

- (4) When the duration of training course is raised to two years, there would be two types of teachers; those who will have received two years of training and those who will have received only one year of training. In order to remove this difference, the State Institute of Education should organise correspondence courses for those teachers who have received only one year's training to enable them to pass the examination at the end of the second year of training.
- (5) The inspecting officers should be asked to organise inservice training programmes for elementary teachers and the immediate goal to be reached should be to provide about one week's training every year to all elementary school teachers. The ultimate target should be to provide 2 to 3 months inservice training in every five years of service to every elementary school teacher. This programme, however, will have to wait for some time and may be taken up from Fifth Plan onward.

26. *Production of Educational Literature* :— A concerted effort should be made to produce educational literature in Hindi meant for teachers, General public, office bearers of Panchayati Raj Institutions and students of elementary schools. The programme should be put across by the State Institute of Education.

27. *Basic Education* :— With regard to the programme of Basic Education, we make the following recommendations:—

- (1) At the primary stage (age-group 6-11), there should be no attempt to introduction of craft and to emphasize its teaching. In classes I and II, we need not attempt anything more than the introduction of activities. This would be almost inescapable in view of our decision to adopt the double shift system in these two classes on financial grounds. In classes III to V, all that should attempt is the introduction of hand work and simple crafts like kitchen gardening. In fact, we would sum up the

education at the primary stage as including (i) a thorough inculcation of the basic tool of learning,—reading, writing and arithmetic ; (ii) the development of proper habits and education in citizenship and programme of general information related to the social and physical environments of the child; (iv) hand work or kitchen-gardening; and (v) a much greater emphasis on artistic and aesthetic activities such as painting, music and dancing than what is provided at present. In our opinion such a programme will be all that is necessary to provide the necessary skill in the manipulation of fingers and hands and to lay the foundation of a programme of craft education proper which is to following at a larger stage.

- (2) In the middle and the secondary schools (from class VI to Class X), the learning of a craft should be made compulsory. At this stage the numbers to be dealt with are small. It would, therefore, be possible to appoint special teachers for crafts, to provide the necessary equipment, to exercise proper supervision and to see that the teaching and learning of the craft is done efficiently. The wastage can be kept to the minimum at this stage and productivity would also be very high. There is no doubt that the proper teaching of a craft at this stage would certainly bring in return something more than raw material and the maintenance of equipment (including depreciation).
- (3) At the university stage also, a good deal of camping should be introduced in which students should be required to do manual and productive work. This would continue to foster attitudes which were built up earlier at the middle and secondary stages.

28. *Teaching of Science* :— Steps will have to be taken to strengthen the teaching of science. This will imply not only the imparting of information or teaching of a few simple skills, but also the building up of scientific attitudes. For this purpose, great emphasis will have to be laid on the proper preparation of science teachers.

29. *Training of Teachers for Middle Schools*:—It is necessary to separate the programme of training of teachers for middle schools from that of the primary schools. At the primary

stage, the teacher has to be a generalist and hence a common programme intended for all teachers will serve the purpose. At the middle school stage, however, it is necessary to train specialist teachers of different subjects as for secondary schools. The teaching at the middle school stage should also be switched on to the subject-basis, wherever possible. Although teachers will have to be trained specially for every subject included in the middle school curriculum, a beginning may be made by training special teachers for English, Science and Craft.

30. *A New Strategy*:—On financial and administrative grounds, we should not regard classes I-VIII as a single unit. Classes I-V should be regarded as a stage complete in itself and dealt with separately. The immediate attempt in the Fourth Plan should be concentrated on the development of middle schools because it is only this stage which will throw up good students who pass on the secondary schools and ultimately to Universities.

31. In order that the intensive programmes of qualitative improvement which will be taken up in middle schools in the Fourth Five Year Plan should extend their influence to primary schools also, a system of grouping primary and middle schools (or secondary schools) should be introduced in the State as a whole. Every middle school (or a secondary school) is centrally located among 5-10 primary schools. For each such unit, an improvement programme should be devised with the middle (or secondary) school as the centre. A committee consisting of the headmasters of all the schools (with the headmaster of the middle or secondary school as Chairman) should be constituted and it should be made responsible for improvement of the schools in the group as a whole under the general guidance of the inspecting officer.

32. *State Institute of Education*:—A high priority should be given to the development of the State Institute of Education in Rajasthan and it should be staffed by the best officers of the Education Department. It is this institution alone which can provide leadership in ideas on which a qualitative improvement will depend.

33. *Playgrounds and School Farms*:—For expediting the construction of school buildings a non-lapseable fund should be created at the State level. Except in Adivasi or other extremely poor and backward areas, the principal responsibility for providing buildings for elementary schools may be on

the local communities, who should be authorised to tax themselves for a limited period, if they so desire. Steps should also be taken to reduce the cost of buildings; and for this purpose, a special research unit should be created and attached to the office of the Director of Education.

34. Agriculture should be introduced as a craft in as many middle schools as possible. For this purpose, a scheme on the lines of the programme adopted in U. P. may be introduced in Rajasthan.

35. It should be regarded as a responsibility of the local community to provide adequate playgrounds, to develop them properly and to fence them. Token grants from State funds may be made available for the purpose.

36. *Equipment*:—When craft is compulsorily introduced in all middle and secondary schools, one of the objectives should be to produce equipment needed for elementary schools. Similarly, the school improvement programme (as tried out in Madras State) should also be introduced in Rajasthan from the Fourth Five Year Plan onwards.

37. *Classification of Schools*:—In order to measure the progress that is being made in improving the quality of elementary schools, all elementary schools should be classified on a five-point scale—A, B, C, D and E. The schools which satisfy the minimum norms laid down should be classified as D and those which conform to desirable norms prescribed should be classified as B. The schools in the A type will be those which are above the desirable norms; those in the C type will be somewhere between the minimum and the desirable norms; and those in E type will be below the minimum standards. A handbook of norms for such classification should be prepared by the State Institute of Education and the work of each school should be evaluated annually, by the teachers of the school in the first instance and later on, by the inspecting officers. A programme should also be drawn up for assisting the schools, which are lower down in the scale, to rise higher as quickly as possible.

38. *Transfer of Primary Schools to Panchayat Samitis—An Evaluation*:—We have carefully examined the results obtained as a result of the transfer of primary school to Panchayat Samitis under the Rajasthan Panchayat Samitis and Zilla

Parishads Act, 1959. We found that the results have been both positive and negative.

39. The definitely positive results are four:—

- (1) the attendance of the teachers has improved;
- (2) the disbursement of salaries has become prompter and more regular, (3) there is an awakening among the rural public about the importance of primary education, and (4) a new leadership has begun to emerge in the rural areas and is taking a constructive interest in the development of elementary education although, unfortunately, it appears to be a minority at present.

40. In addition, three other good results have also been obtained in certain areas only because they have depended more on the individuals—the Pradhan and the Vikas Adhikari rather than on the system as such. They are: (1) elementary education has received assistance from other departments; (2) Panchayat Samitis have been able to enrol large number of additional children; and (3) Local funds have been raised for the support of elementary education.

41. The principal disadvantages of the experiment have been five: (1) the authority for posting and transfers of teachers has been abused; (2) the morale of the teachers has been adversely affected, partly due to certain misunderstandings about their status and privileges, but mainly due to the abuse of the authority for postings and transfers; (3) in some cases, casteist and parochial considerations have also come to the surface; (4) the system of recruiting elementary teachers through the Rajasthan Panchayat Service Commission has not worked satisfactorily; and (5) the effectiveness of supervision over elementary schools has deteriorated due partly to the neglect by the higher officers of the Education Department and partly to the weakening of the position of the Education Extension Officers.

42. On a very careful consideration of the problem, we find that the negative results of the experiment are neither inherent in the system nor irremediable. They have crept in mainly because the careful planning and preparation essential for this important experiment was not done. We, therefore, recommend that the experiment of the administration of primary schools by Panchayati Raj Institutions should be

continued with modifications-modifications which are essential to overcome the weaknesses which have been so far noticed in actual practice.

43. Primary schools in urban areas should also be transferred to the control of Municipalities.

From the point of view of administration, the Municipalities will have to be divided into three categories:—

- (i) Municipalities in towns with a population of 50,000 or more;
- (ii) Municipalities in towns where the population is less than 50,000 but more than 10,000, and
- (iii) Municipalities in towns where the population is less than 10,000.

We agree with the Sadiq Ali Committee that the Municipalities in category (iii) should be converted into Panchayats. The primary schools in their areas would, therefore, be administered by the Zilla Parishads.

The main difference in category (i) and (ii) would be that the Municipalities in category (i) are big enough to maintain a whole-time Education Officer to administer primary schools while those in the second category, would not be able to do so.

44. (a) In the bigger Municipalities (in towns with a population of 50,000 or more), an Education Committee should be set up to look after the administration of primary schools. It should consist of not less than six and not more than twelve members depending upon the size of the Municipality. Not more than half of the members of the Committee should be elected from among its own members. The remaining persons should *not* be elected members of the Municipality and should have any one or more of the following qualifications:—

- (1) A Graduate of a University (or a person with an equivalent qualification) with three years standing;
- (2) A teacher in a college with not less than two years experience;
- (3) A Headmaster of a Secondary School with five years experience or an Assistant Master in a Secondary School with 10 years experience;

- (4) The Headmaster of a Primary/Middle School with 15 years experience or a primary/middle school teacher with 20 years experience; and
- (5) A retired officer of the Education Department in the State.

(b) The powers and duties of the Education Committee should be on the same lines as those of the Panchayat Samitis.

(c) The grant-in-aid to these bigger Municipalities should be on the following basis:—

- (1) The entire salary and allowances of the Education Officer which should be paid by the Government direct;
- (2) 50 per cent of the expenditure on clerical and other staff appointed in the office of the Education Committee;
- (3) 100 per cent on the salaries and allowances of teachers, and
- (4) 20 per cent on the construction of buildings or special repairs to existing buildings.

(d) In each such Municipality, a separate Primary Education Fund should be constituted.

(e) The status of the Education Officer will have to be defined by the State Government with reference to the size of the municipal area. In big Municipalities like Jaipur, the Education Officer should belong to class II of the Education Service; and in smaller Municipalities, he may have the status of an Education Extension Officer.

45. (a) In smaller Municipalities (in towns with a population of not more than 10,000 but less than 50,000), the Education Committee should consist of not less than four and not more than eight persons. It should be constituted on the same broad principles as have been suggested above for the bigger Municipalities.

(b) Since these Municipalities will not have a whole-time Education Officer of their own, the management of their schools may preferably be vested in the Zilla Parishads and the Municipalities may be represented on them. In the alternative, the administration of these schools may be vested in the District Inspector of Schools.

(c) The powers of the Education Committee will be restricted to general supervision over the primary schools. They will also decide upon the opening of new schools, whenever necessary. But they will have no control over the staff appointed in their schools, which will continue to be borne on the common cadre of the district, either under the Zilla Parishad or the District Inspector of Schools.

(d) The grant-in-aid to the smaller Municipalities should be regulated on the following basis:—

- (1) 50 per cent of the salaries of the clerical and other staff appointed to administer primary schools;
- (2) 100 per cent on the salaries and allowances of teachers;
- (3) 50 per cent on the expenditure on contingencies and equipment; and
- (4) 30 per cent on the construction of buildings.

46. For administration of primary education in rural areas, a District Education Committee of the Zilla Parishad should be constituted in each district by a suitable amendment of the Rajasthan Panchayat Samitis and Zilla Parishads Act. This Committee should consist of twelve persons, of whom not more than half, would be elected members of the Zilla Parishad (including the Pramukh who should be an ex-officio Chairman). Among the remaining six members, the District Inspector of Schools, should be nominated ex-officio and the remaining five should be persons interested in education on the lines, we have suggested for the bigger Municipal Committees.

A whole-time officer of the status of Deputy Inspector of Schools should be appointed in each district as the Secretary of the District Education Committee. He should be a government official whose services are given on deputation to the Zilla Parishad but who should draw his salary and allowances from Government. He should be under the technical control and supervision of the Director of Education. The strength of the Rajasthan Education Service would have to be increased suitably to include these posts.

47. Relations between the Zilla Parishads and the District Education Committee should be defined precisely and in detail. The broad policy should be to leave only financial matters and broad policy questions to the Zilla Parishads. The day-to-day administration of primary education should be carried on by the District Education Committee as an autonomous body.

48. It should be made possible for the members of the District Education Committee to tour extensively in the district to see the working of the primary schools and to advise the Panchayat Samitis. A sum of Rs. 500 per year per member should be provided for this purpose and half the expenditure on this should be met by Government as a grant in-aid.

49. All the primary teachers working in the districts should be divided into three (or two) cadres :—

- (a) The teachers serving under each of the bigger Municipalities will form a separate cadre and would be under the administrative control of the Education Officer of the Municipal Committee.
- (b) The teachers working in all the rural areas will form another cadre and be under the control of the Education Officer of the District Education Committee.
- (c) The teachers working in primary schools in all the smaller Municipalities may form a third cadre, if necessary. If these schools are transferred to the management of the Zilla Parishad as suggested by us, these teachers would form part of the cadre of primary teachers in the rural areas of the district as a whole.

50. All the cadres of primary teachers in the districts should be regarded as one for the purposes of promotion to government service and a common seniority list of all primary teachers in the District maintained for the purpose.

51. There should be an Advisory Board for Primary Education for Rajasthan State. It should consist of twelve members. The Minister for Education would be the Chairman ex-officio and of the remaining 11 members, three shall be Pramukhs of Zilla Parishads, one shall be the Chairman of the Education Committee of a bigger Municipality, three shall be non-official educationists nominated by Government and four shall be officers of the Education and Development Departments nominated by Government (including the Deputy Director in charge of Primary Education, who shall be the Secretary of the Board ex-officio). The Board will meet twice a year and advise Government on matters specially referred to it or on matters referred to it by any Zilla Parishad or Municipal Committee or may take action on its own initiative. It will examine all problems relating to the administration of primary education and its expansion and improvement.

52. The existing system in the recruitment of teachers is not happy. It is, therefore, suggested that it should be replaced by the following arrangements:—

- (1) There shall be an Appointment Committee for recruiting primary teachers at the district level. This Committee shall consist of the pramukh (who shall be the Chairman), the District Collector, the District Inspector of Schools, the Chief Executive Officer of the Zilla Parishad and the Education Officer of the District Education Committee. When teachers for any of the bigger municipalities are to be selected, the Chairman of the Education Committee and the Education Officer of that Municipality will also be co-opted as members.
- (2) This Committee will call for applications and select teachers (i) for admission to training institutions; and (ii) for appointment as teachers.
- (3) The Appointments Committee will select a sufficiently large number of persons, so that all likely vacancies during the ensuing year could be easily filled.

- (4) Teachers from this list would be allocated to rural areas in the district, to each of the bigger Municipalities, and to the common cadre for all the smaller Municipalities. It is from these allocated lists of teachers that all the appointments during the year will be made. If care is taken to collect exact information regarding the vacancies likely to occur in the ensuing year in each of these areas, and if a sufficiently large number of selected persons is allocated to each area, it will not generally be necessary for any other authority to recruit teachers on a provisional basis.

53. The authority to transfer teachers is now abused greatly. To meet the situation, action on the following lines is suggested.—

- (1) Transfers should not be regarded as punishment.
- (2) As a matter of policy, teachers should not be transferred as far as possible and no transfer should be made within a period of five years unless there are special reasons, which should be recorded in writing and unless it is approved by the Education Department.
- (3) In a given year, the number of transfers in any area should not exceed five per cent of the total number of teachers in that area. In exceptional cases where this limit is to be exceeded, the reasons should be recorded in writing.
- (4) The authority to order transfers should be vested in the Education Officer at the district level. An adequate procedure for consultation with Vikas-Adhikaris in this matter should be evolved.
- (5) A list should be prepared of desirable and undesirable places in each area on the basis of opinion expressed and demands made by teachers. With regard to undesirable places, a policy of common sharing by all should be introduced; and with regard to desirable places, the general policy should be to give these postings only to those, who have done good work or continue to do good work.

54. With regard to the control over the cadre of primary teachers, we make the following proposals:—

- (1) In the bigger Municipalities, the authority to give minor punishments to teachers should vest in the Education Officer subject to an appeal to the District Inspector of Schools. Major punishments will be given by the District Inspector subject to an appeal to the Department.
- (2) In rural areas, the Vikas Adhikaris will be authorised, on behalf of the District Education Committee to inflict minor punishments. An appeal in such cases would lie to the Chief Executive Officer of the Zila Parishad. Major punishments would be given by the Chief Executive Officer on the recommendations of the Vikas Adhikari and an appeal will lie to the Department.

55. The confidential reports on the work of the teachers are not properly maintained at present. It is very important that the work of each teacher should be evaluated every year and a careful record of such evaluation maintained. We, therefore, recommend that a special form should be designed for this annual evaluation. As a rule, the confidential reports of Assistant Teachers will be initiated by the Headmasters concerned, who will forward them to the Education Extension Officer. The confidential reports of the Headmasters will be initiated by the Education Extension Officer, who will forward them to the Vikas Adhikari. Two copies of the confidential report would be prepared in each case, one copy being retained at the Panchayat Samiti level (or in the office of the Education Committee concerned), the other being forwarded to the Education Officer for information and record.

56. The supervision over primary schools has been weakened to some extent. To improve the situation, the following measures should be adopted:—

- (1) The services of Education Extension Officers should not be utilised for non-educational work.
- (2) Every primary school should be inspected twice a year and steps should be taken to see that this rule is not violated.

- (3) The number of Education Officers given to a Panchayat Samiti should be at the rate of one officer for fifty schools.
- (4) The Education Officer of the District Education Committee should be made responsible for giving technical guidance to the Education Extension Officers. He should also have the authority to give minor punishments to them.
- (5) The Education Officers should be given a peon each.
- (6) A good-deal of clerical work and administrative work is now thrust on the Education Extension Officers. This burden should be reduced by increasing the clerical and other staff, if necessary.
- (7) Education Extension Officers to be recruited in future should necessarily be trained graduates; and to encourage a better type of a person to join the profession, the Education Extension Officers should also be held eligible for promotion as Deputy Inspectors of Schools.

57. The powers of the Panchayat Samitis over primary education should continue as at present except in so far as the changes proposed above, *viz*, the transfer of control over teachers to the district level.

58. It is necessary to establish School Committees at the Village Panchayat level to supervise over primary schools. A list of powers as recommended in this report (Chapter V, Para 34) should be drawn up for delegation to the School Committee at the Village Panchayat level, and one or more of these powers should be delegated depending upon the interest and efficiency of the School Committee concerned.

59. Each of the three organisations connected with the administration of primary education, *viz.*, Zila Parishad, Panchayat Samiti and School Committees at the village level, should raise their own resources in support of the programme of education.

60. Our considered recommendation is that the administration of primary schools under Panchayat Raj should be consolidated and put on a firm basis on the lines, we have recommended before transferring middle schools to them.

61. The expansion and improvement of elementary education will involve a very significant increase in the recurring and non-recurring expenditure on the programme. It is estimated that the recurring expenditure on elementary education in Rajasthan would increase from Rs. 931 lakhs at the end of the Third Plan to Rs. 2055 lakhs at the end of the Fourth Plan and to Rs. 3441 lakhs at the end of the Fifth Plan. (This works out at Rs. 4 per head of population at the end of the Third Plan, Rs. 7.7 at the end of the Fourth Plan and Rs. 11.2 at the end of the Fifth Plan). The non-recurring expenditure would be about Rs. 50 crores or roughly about Rs. 5 crores per year.

62. This order of expenditure is obviously beyond the resources of the State Government. It is, therefore, necessary that the Central Government should come forward to assist the State Government to a very large extent. This could be done by (a) instituting a special grant for elementary education under the recommendations of the Finance Commission, or (b) by expanding the Centrally-sponsored sector to cover vital programmes such as teacher training, and (c) by instituting a new system of grant-in-aid from the Centre to the States to covering all expenditure on elementary education (both committed and developmental) on a basis of equalisation.

63. The State also has to increase its efforts substantially, if elementary education is to be expanded and improved rapidly.

64. There is very great scope for improving the contributions of local bodies to the support of primary education. In this context, we support the recommendation made by the Sadiq Ali Committee that there should be a compulsory levy of an educational cess in the rural areas. We also feel that a similar educational cess should be compulsorily levied in the urban areas also. If these measures are taken, there would be a substantial assistance for the development of elementary education from local resources.

65. It is also necessary to stimulate the voluntary contribution of local communities for the development of elementary education, particularly for non-recurring expenditure. There is a good tradition for this in Rajasthan and it may be strengthened and developed further by organising school improvement programmes on the lines of those in the Madras State.

66. We have already stated the basis of grant-in-aid to the Zila Parishads, the bigger Municipalities and the smaller Municipalities. The grant-in-aid to Panchayat Samitis should continue on the present basis, subject to one important change. When the additional post of a teacher is sanctioned, a minimum equipment grant of Rs. 200 per teacher in primary schools should be sanctioned on a non-recurring basis and be made available to the Panchayat Samitis on a 100 per cent basis.

67. For School Committees at the village level, which have been delegated important powers and are doing good work, grant-in-aid should be made available on the general principles recommended in Annexure IX.

68. The existing procedure of transfer of funds to the Panchayat Samitis is dilatory and cumbersome. It is desirable to evolve a simpler procedure under which grant-in-aid for primary education could be transferred direct from the Director of Education to the Panchayat Samitis.

In confirmation of the above Report, we hereby affix our signatures this 19th day of October, 1964.

- | | |
|-------------------------------|-----------------------------|
| 1. Sd/- J. P. Naik (Chairman) | 6. Sd/- U. S. Gour (Member) |
| 2. Sd/- P. K. Chaudhuri | |
| | (Member) |
| 3. Sd/- Ram Singh | 7. Sd/- Mohan Raj |
| 4. Sd/- K. L. Bordia | 8. Sd/- Nagendra Bala |
| 5. Sd/- B. S. Paul | 9. Sd/- J. S. Mehta |
| | 10. Sd/- SM.L. Shrivastav, |
| | Member- |
| | Secretary |
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ANNEXURE I

Details of meetings of the Rajasthan State Primary Education Committee

Details of Meeting	Dates	Place of Meeting	NUMBERS OF PERSONS ATTENDED THE MEETING.														
			Officers of Edum. Deptt.												Local Representative Teacher		
			DDE	IOS/IGS	Dy. IS/Dy. IGS	SDI/EEO	Other Officers	TOTAL	Dy-DDO/Dy D.C.	Vikas Adhi-kari	TOTAL	Pradhan	Pramukh	MLA	Others	TOTAL	Teachers.
			4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
1	2	3															
First Meeting	10th & 11th Sept. 63	Jaipur															
Second Meeting	5-10-63	Jaipur															
Third Meeting	27th & 28th March, 64	Jaipur	1	2	4	2	...	9	2	6	8	2	1	1	1	5	19
Fourth Meeting	4th & 5th May, 64	Udaipur	4	2	4	3	2	15	1	7	8	2	...	2	1	5	14

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
Fifth Meeting	6-6-64	Bikaner	1	1	1	6	...	9	1	3	4	1	1	...	...	2	7
Sixth Meeting	7-6-64	Jodhpur	1	1	4	12	...	18	1	4	5	1	1	...	...	2	5
Seventh Meeting	8th & 9th June, 64	Sumerpur	1	2	...	8	...	11	...	3	3	2	1	1	1	5	10
Eighth Meeting	18th & 19th June, 64	Jaipur	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...
Nineth Meeting	1-7-64	Jaipur															
Tenth Meeting	28th & 29th July, 64	Kotah	...	2	...	8	...	10	3	4	7	...	...	2	1	3	29
Eleventh Meeting	10th Sept. 64	Jaipur	} For finalising and signing the Report														
Twelfth Meeting	19th Oct. 64	Jaipur															
TOTAL	...	...	8	10	13	39	2	72	8	27	35	8	4	6	4	22	84

ANNEXURE II

Rajasthan State Primary Education Committee, Bikaner

The Rajasthan Government has constituted a State Primary Education Committee with the following terms of reference:—

- (1) to evaluate the progress made in the Third Five Year Plan of the State so far and to estimate the position likely to be reached in elementary education by the end of the Third Plan;
- (2) to prepare the broad outline of a Perspective Plan for the development of elementary education in Rajasthan and to suggest a phased programme of development through which the State would be able to reach the goal prescribed in Article 45 of the Constitution as early as possible;
- (3) to prepare a detailed outline of the development visualised in the Fourth Five Year Plan and in the Perspective Plan and to suggest the manner in which the needed resources could be raised; and
- (4) to suggest the most suitable form of administrative machinery for the implementation of this Plan and from this point of view to examine the suitability of the machinery established under the Rajasthan Panchayat Samitis and Zila Parishads Act, 1959, for the efficient implementation of the large scale programmes of expansion and improvement visualised in the Perspective Plan (1965-66 to 1975-76).

2. The following are the members of the Committee :—

(1) Shri J. P. Naik,

Adviser, Primary Education, Government of India.

.. Chairman

(2) Shri K. L. Bordia,

Director, Vidya Bhawan Rural Institute — Member
Udaipur.

- | | |
|---|------------------|
| (3) Director of Primary and Secondary Education, Rajasthan, Bikaner. | Member |
| (4) Director of Evaluation, Rajasthan, Jaipur | „ |
| (5) Joint Development Commissioner, Jaipur. | „ |
| (6) Shri Uma Shanker Gour,
Principal, Orientation and Study Centre,
Udaipur. | „ |
| (7) Shri P. K. Chaudhary, Jaipur. | „ |
| (8) Shri B. S. Paul,
Ex-Headmaster, Mission High
School, Jaipur. | „ |
| (9) Shri Mohan Raj, M. L. A. Bali. | „ |
| (10) Shri Shiv Charan Lal Mathur.
Pramukh, Zila Parishad, Bhilwara. | „ |
| (11) Shri S. M. L. Shrivastav,
Deputy Director, Social Edu-
cation, Rajasthan, Bikaner. | Member-Secretary |
| (12) Smt. Nagendra Bala, M.L.A., Kotah. | Member |
| (13) Smt. Kamala Shrotri, Udiapur. | Member |

3. The Committee has decided to issue the following questionnaire. All persons interested in this problem are requested to send their replies to the questionnaire to Shri S.M.L. Shrivastav, Deputy Director of Social Education and Member-Secretary of the State Primary Education Committee Bikaner, so as to reach him on or before the 31st October, 1963. If so desired, the replies to the questionnaire or any part thereof will be treated as confidential by the Committee.

S. M. L. SHRIVASTAV

Member-Secretary,

State Primary Education Committee

BIKANER

September 30, 1963.

QUESTIONNAIRE

Progress of Primary and Middle School Education (1960-65)

1. (a) In your opinion is the progress of primary and middle school education in the first three Five Year Plans satisfactory, both in terms of quality as well as quantity? Please state the main achievements of the first three plans in respect of primary and middle school education and their main drawbacks.
- (b) What suggestions would you make for the Fourth and Fifth Plans in the light of the experience gained in the first three Plans?
Targets of Enrolment for the Fourth and Fifth Five Year Plans : —
2. (a) In your opinion, when would be it possible for Rajasthan to fulfil the directive of the Article 45 of the Constitution and to enrol (a) all boys and girls in the age group 6-11 and (b) all boys and girls in the age group 11-14? Please give the target dates separately for boys and girls and also for the age groups 6-11 and 11-14.

Estimated enrolment

Age-group	At the end of Fourth Plan	At the end of Fifth Plan
6-11		
Boys		
Girls		
11-14		
Boys		
Girls		

- (c) What are the main difficulties which hinder the pace of primary and middle education among boys and girls? What measures would you recommend to overcome them?

- (d) What, in your opinion, is the extent of wastage and stagnation at the primary and middle school stages? What are the causes of these evils and what measures would you recommend to reduce them to the minimum?

Qualitative Improvement of Primary and Middle School Education in the Fourth and Fifth Five Year Plans.

3. What programme of Qualitative improvement do you suggest for adoption during Fourth and Fifth Five Year Plans in respect of primary and middle school education? In particular, please state your suggestions regarding :—

- (a) general education: training (pre-service and inservice), remuneration and service conditions of teachers;
- (b) construction and maintenance of school buildings;
- (c) provision of equipment;
- (d) curricula, teaching methods and text-books;
- (e) basic education;
- (f) ancillary services like school health, school meals, free supply of text-books and writing materials; and school uniforms.

Finances :—

4. What are your suggestions for raising additional resources for primary and middle school education in the Fourth and Fifth Five Year Plans?

(It is estimated that the total expenditure on education in Rajasthan, which was Rs. 14.75 crores in 1961-62 (or Rs. 7 per head of population) will rise to Rs. 20.34 crores (or Rs. 9 per head of population) at the end of Third Plan, Rs. 35.71 crores (or Rs. 14 per head of population) at the end of Fourth Plan and Rs. 57.54 crores (or Rs. 20 per head of population) at the end of the Fifth Plan).

Administration :—

5. In your opinion, which of the following is the best of administering primary and middle school education in Rajasthan :—

- (a) Direct administration by the State Education Department, both in urban and rural areas;
- (b) Direct administration by the state in urban areas and administration by the Panchayat Samitis and Zila Parishads in rural areas; or
- (c) Administration by the Panchayat Samitis and Zila Parishads in rural areas and by Municipalities in urban areas; or
- (d) Administration by a statutory educational board specially constituted for the purpose.

6. What is your evaluation of the administration and supervision of primary schools by the Panchayat Samitis in Rajasthan since 2-10-1959? In particular, please state the effect this has produced on the following, amongst others :—

- (a) **Teachers** :— attendance, morale, involvement in politics, security and other conditions of service, postings and transfers, disbursement of salaries, quality of recruitment, women teachers etc.
- (b) **Rate of Expansion of Enrolment** :—Whether it has risen or not?
- (c) **Supervision of Primary Schools by S.D. Is** :—Whether the quality and quantity have shown improvement or deterioration.
- (d) **Standards of Education** :—Whether they have risen or fallen.
- (e) **Public Co-operation** :—Whether this has increased or decreased.
- (f) **Increase in Resources Available** :—Please indicate the details of additional resources brought in by Panchayat Samitis.

(g) *Guidance given to Panchayat Samitis by Higher Officers* :—Whether adequate guidance from the Education Officers at the District level and above has been made available and whether necessary action has been taken thereon.

7. Whether, in view of your replies to questions Nos. 5 & 6, you feel that the transfer of primary schools to Panchayat Samitis in Rajasthan:—

- (a) Should be abandoned ? or
- (b) should be continued, more or less on the present lines ? or
- (c) should be continued with certain modifications ? or
- (d) should be enlarged by transfer of additional responsibilities.

Please give the details of your proposals along with reasons therefor.

In your replies, please state the reasons for your views, with special reference to your personal experiences of the administration by Panchayat Samitis.

ANNEXURE III

Projected populations different age-groups for the years 1961, 1966, 1971, 1975 and 1981.

(in hundred)

Age in complete years	1961		1966		1971		1976		1981	
	Males	Females	Males	Females	Males	Females	Males	Females	Males	Females
6	2992	2816	3600	3354	4244	3839	4665	4240	4934	4464
7	2896	2726	3452	3222	4104	3737	4600	4161	4890	4427
8	2806	2639	3315	3099	3963	3630	4518	4076	4839	4381
9	2718	2552	3189	2983	3824	3521	4424	3986	4779	4326
10	2633	2466	3071	2875	3687	3409	4316	3890	4712	4263
Total (6-10)	14046	13199	16627	15533	19822	18136	22523	20353	24154	21861
11	2552	2381	2962	2773	3553	3296	4199	3791	4638	4192
12	2473	2297	2862	2677	3421	3183	4073	3688	4556	4114
13	2398	2215	2768	2587	3293	3070	3941	3582	4466	4030
Total (11-13)	7423	6893	8592	8037	10267	9549	12213	11061	13660	12336
14	2327	2134	2680	2500	3169	2958	3804	3474	4369	3940
15	2259	2036	2598	2418	3049	2846	3664	3364	4267	3846
16	2194	1981	2522	2341	2931	2734	3519	3253	4162	3746
Total (14-16)	6780	6151	7800	7259	9149	8538	10987	10091	12798	11532

N. B —(1) The ages 6-10, 11-13 and 14-16 given in the above table relate to the commonly accepted terminology of 6-11, 11-14 and 14-17 age-groups.

(2) These figures have been recently obtained from the Registrar General of Census of India and supersede all previous estimates prepared earlier by Ministry of Education and State Education Department.

ANNEXURE IV

Main Recommendations Relating to the Education of Girls and Women (The Bhaktwastsalam Committee)

The Committee is convinced that it is only through a willing, educated and informed public that any progress can be made at all. Not only is the need urgent, but the ground is also ready for a comprehensive programme for mobilising public co-operation to promote girls' education and giving it constructive channels for expression. It is essential that official action and the programme based on public initiative must come forward in close harmony. There has to be a sense of partnership and shared responsibility between official and voluntary agencies. There is also the need for a systematic and sustained programme with an adequate organisation for mobilising community effort.

2. Public Co-operation:—Direct co-operation of the public should be encouraged in the following fields:—

- (i) Establishing private schools.
- (ii) Putting up of school buildings.
- (iii) Contributing voluntary labour for construction of school buildings.
- (iv) Helping the maintenance of school buildings.
- (v) Helping in providing suitable accommodation for teachers and students, particularly in the rural areas.
- (vi) Popularising co-education at the primary stage.
- (vii) Creating public opinion in favour of the teaching profession and to give greater respect to the teacher in the community.
- (viii) Undertaking necessary propaganda to make the profession of teaching for women popular.
- (ix) Encouraging married women to take up at least part time teaching in village schools and to work as school mothers.

- (x) Initiating action and participating in educative propaganda to breakdown traditional prejudices against girls' education.
- (xi) Setting up and organising school betterment committees, improvement conferences.
- (xii) Supplying mid-day meals.
- (xiii) Supplying uniforms to poor and needy children.
- (xiv) Supplying free textbooks and writing materials to needy children.

3. The State Councils for Women's Education are the most suitable agencies for providing the organisation and leadership for mobilising community effort. They should function as a part of the net work of which the District Councils at the district level and the Mahila Mandals and similar voluntary bodies at the town and village levels would be strong and active links. These agencies should look upon mobilising of community effort and educating public opinion to promote girls' education as their main and primary responsibility. They should aim at building up in villages and towns teams of voluntary workers, men and women, who are willing to devote themselves to this cause and work actively for its promotion.

State's responsibility :—

4. The State should educate public opinion in favour of girls' education through:

- (i) School improvement conferences.
- (ii) Seminars.
- (iii) Radio talks, audio-visual aids and distribution of informative pamphlets and brochures.
- (iv) Enrolment drives, generally in June and special additional drives for girls' education during Dussehra.
- (v) Assisting voluntary, welfare and other organisations private individuals and associations engaged in the field of education of girls and women.

5. School Improvement Conferences should be arranged widely throughout the States and particularly in the less advanced States in order to encourage peoples to contribute to educational awakening and advancement. Such Conferences create a healthy competition among the different parts of the State to vie with each other in effecting improvement.

6. The State should continue to help in an abundant measure in providing necessary schooling facilities in all the areas and in all habitations, however small, so that the local population can make use of them. It should be the endeavour of the State to provide a primary school in each habitation with a population of 300. However, in scattered, hilly or isolated areas, primary schools should be provided, where the population is even less than 300, so as to provide every habitation with a school within a mile; a middle school in each habitation with a population of 1500 and above, within a radius of 3 miles. The establishment of secondary schools should be planned in such a way as to cater to the needs of these primary and secondary school leavers. Generally there should be a secondary school within a radius of 5 miles.

7. It is necessary that in rural areas particularly, pre-primary schools should be attached to primary schools so that children get accustomed to schooling even at the tender age.

8. The existing functional deficiencies of schools should be remedied by replacing buildings which are totally inadequate to modern educational needs. There should be periodical inspection of school buildings and hostels so as to ensure their structural soundness and suitable sanitary facilities.

9. School work should be made more attractive and should present education in terms more acceptable to pupils.

10. The question of shortage of teachers is bound to remain for a long time and therefore concerted efforts have to be made to recruit as many women teachers as possible. Women are by general consent the best teachers for the primary classes in all schools. It should be the aim of all States to appoint women teachers in primary schools and a greater number of women teachers in mixed schools. A school staffed by women will inspire greater confidence in the parents and make them willing to send their children to mixed institutions.

11. The basis of recruitment of women teachers should be widened and their conditions of work should be made more

attractive. Financial incentives like special allowances for hilly, isolated or any other specific backward rural areas should be given to teachers. Each State may specify areas where such allowances would be available.

12. Attempts should be made to bring back to the teaching profession married women, who have left it in recent years and to bring in women from other occupations to supplement the teaching staff.

13. Condensed courses should be organised on a larger scale for adult women, particularly from rural areas so that they could take up teaching jobs in the villages.

14. In order to attract more women teachers the age-limit for the unmarried and married women teachers should be relaxed in the case of those working in village schools. The service conditions of such married women, who do part-time teaching work should be made more attractive.

15. As far as possible, women teachers should be posted in or near their own villages.

16. The salary scales of all teachers should be improved and the teachers should be paid an economic wage, so that they may be retained in the profession. There should be improvement in the service conditions of teachers. Provision should also be made for retirement benefits.

17. Special drives should be organised to attract people in rural areas to the teaching profession as the best form of social service needed for the upliftment of the villages.

18. Training schools with hostels need to be located in the rural centres and near "difficult" areas, where girls from the villages are trained and sent back to work in their own or neighbouring villages. This will help to bring forward teachers with localities in these areas. The policy of locating the large majority of training schools in the towns should be reconsidered.

19. During selection of trainees for training schools and colleges, special preference should be given to women from rural areas seeking admission.

20. The training facilities available in each State should be of such a magnitude that the annual output of trained teachers would be equal to the demand for additional teachers.

21. The inspecting staff should be adequate and strong, if improvement is to be secured and waste reduced. Such a staff can keep close touch with the local conditions and offer sound advice for economical and well directed improvement and development. A separate women inspectorate will help to bring in more girls to school.

22. It is only by providing women teachers with quarters near the schools that we can attract many educated women to the teaching profession. As far as possible, twin quarters should be built near the school premises, which would help the women teachers to live with social workers, the Gram-sevikas and others and have company and social life. The recommendations made by the Fourth Plans Working Group of the National Council for Women's Education regarding the requirements of teachers' quarters in the Fourth Plan both for elementary and secondary teachers (50,000 quarters for elementary teachers and 10,000 quarters for secondary teachers) should be seriously considered for implementation, and appropriate advance action initiated as early as possible.

23. The absence of hostel facilities as also the slow progress in the construction of those, that have been undertaken, have affected the enrolment of girls, particularly in rural areas. The construction of hostels, therefore, should be included as one of the priority objectives in the Plans of the State and necessary financial assistance for the construction of hostels and maintenance grants be made available more liberally to local authorities and voluntary organisations working in the field of education of girls and women

24. Local bodies should be made responsible for the provision of school buildings, equipment, play fields and the like and observance of the educational code in the state.

25. In the field of social education, a determined effort should be made to increase the number of literacy classes for women in rural areas and to carry out intensive campaigns for the spread of literacy amongst women. Activities in this field should be administered by the Education Departments of the State Governments

26. A study of the conditions prevailing in the less advanced States and the conditions prevailing in some of the advanced States has convinced the Committee that the problem of enlisting public co-operation and increasing the enrolment of girls in schools, particularly in the rural areas, is one which needs to be tackled in a coordinated manner and from

several angles. In the following paragraphs some general recommendations are made as applicable to most of the less advanced States followed by some specific recommendations regarding the individual States.

General Recommendations:—

27. The Committee would like to emphasize the fact that in the States it visited both the officials and non-officials who came forward to explain the position showed a commendable eagerness to help. They were convinced that they have great difficulties particularly of finance. Because of the emergency, there have been cuts specially in education. While they did not under-estimate the importance of education as providing the basis of all progress, they expressed a certain amount of helplessness in the absence of funds. The border States, Uttar Pradesh for instance, have to spend much more on defence and allied aspects. The question of assistance to these six less advanced States is a matter, which will have to be considered as of high priority.

The Mid-Plan Appraisal of Schemes of General Education:—
(1961 - 64)—(Ministry of Education) It is not lack of administrative or organisational machinery, which would handicap the backward States in the achievement of higher pace of development but their difficulty arises from the paucity of resources. This has led the States not only to make short allocations from year to year, but also to make cuts in the Third year of the Plan. The Mid-Plan Appraisal points out that "since backwardness is synonymous with paucity of resources relative to the needs, the backward States cannot be expected on their own to find the resources which they need to come up to the all-India level. The size of allocation is directly correlated with the level of achievement. It is, therefore, necessary that if the educationally backward States are to accelerate the pace of their development, special assistance 'tied' to specific projects should be given to them. We note that the Conference of Education Ministers held in November 1963 recommended that special programmes for girls' education should be taken up as Centrally Sponsored Schemes on the basis of 100 per cent grant outside the Plan ceilings.

28. Such Central assistance should be:—

(a) At the *elementary stage for*—

(i) preparation and employment of women teachers;

- (ii) grant of free books, writing materials and clothing to girls; and
 - (iii) twin quarters for women teachers.
- (b) At the *secondary stage for*—
- (i) provision of separate schools for girls;
 - (ii) hostels;
 - (iii) grant of free book, writing materials and clothing to girls; and
 - (iv) preparation and appointment of women teachers in increasing numbers.

29. The provision of suitable school buildings is one of considerable urgency. For this, either hundred per cent central assistance or long-term central loans should be provided.

30. While hundred per cent Central assistance would be necessary for the above schemes and projects, it is of paramount importance that all States should find ways and means of providing funds in order to make education *free* for all girls *upto the secondary stage*. Unless this incentive is given, it will be very difficult for the parents in their present economic circumstances to afford girls' education.

31. It is seen that the States, who have not made reasonable provision for girls' education in their plans, have also been the States, generally speaking, where progress of girls' education has not been appreciable. The Committee, therefore, feels that State Governments should make all reasonable provision for the advancement of girls' education and earmark such fund.

32. If resources, that are available, are limited and do not meet the full requirements, in such cases the concentration of activities should be in rural areas. The State Governments may explore possibilities of raising of local resources for the purpose of meeting the full requirements of the advancement of girls' education.

33. The States should also use the good offices of the Councils for Women's Education and strengthen these

State Councils by providing for them a proper secretariat and suitable financial assistance to meet the expenses of T.A. and D. A. of the members so that the latter can be in constant touch with the workers in the field and provide them with necessary advice, guidance and encouragement.

34. Compulsory education act should be introduced in States, where it does not exist. In addition, State Governments should provide sufficient incentives and carry on propaganda to attract all children to school.

35. While the curriculum can be the same for both boys and girls at the primary and middle stages, provision should be made for offering of electives comprising subjects, which would be of special interest to girls and which would help them later in their fields of activity. The recommendations made by the Committee of the National Council for Women's Education in the report "*Differentiation of Curricula for Boys and Girls*" should be carefully studied and action taken by the States to implement them as far as possible.

36. In schools that lack accommodation but have a rush of admission, the double shift system may be tried as a temporary measure

37. Changing of school hours and school holidays to seasonal requirements has been found in some places to be a helpful concession to parents, who would otherwise not be in a position to spare the children for attending classes. We are here reminded of the Hartog Committee's observations that the "permanent adjustment of school hours to hours of labour is a more doubtful device especially, where it affects children below nine or ten years of age. Such an adjustment of school hours can only be regarded as a temporary measure, and this form of remedy should not be allowed to obscure the fundamental principle that the proper place for young children during the day is the school house. In any case, children should attend school before, and not after, they have been engaged in work". While these arguments are relevant, we feel that suitable change of hours of schooling will have to be considered in the backward and hilly areas, where due to climatic, economic and other conditions, parents will not be in a position to send children to school while, in fact, they could be employed on the farms during the harvesting season, for instance, or on some manual work in order to bring in some return to the family. We agree that the adjustment of school hours and school holidays to seasonal requirements cannot be a uniform

feature or a permanent palliative, but till things improve and till the parents and guardians are educated so as to understand the need for proper schooling for their girls and boys, the adjustment of school hours would act as a healthy inducement.

38. The less advanced States of Bihar, Jammu and Kashmir, Madhya Pradesh, Orissa, Rajasthan and Uttar Pradesh have their peculiar problems and not all solutions, could be generally applied to solve their difficulties. This much, however, can be said that these States will have to make extra efforts and aim at additional enrolment in classes I-V and VI-VIII. At the secondary stage, the enrolment should be nearly double the present rate. This is necessary for ensuring that there is an adequate supply of women teachers.

Specific Recommendations

39. In *Rajasthan* the additional enrolment particularly for girls has suffered because there has been an unprecedented increase of population in the decade 1951-61 by about 29.8 per cent. The State needs more women teachers to work in villages for accelerating the enrolment of girls in schools.

40. Regarding the training of elementary teachers, it is necessary that additional seats should be provided urgently by increasing the capacity of the training institutions. In the case of trained teachers in secondary schools, the intake capacity of the training colleges needs to be increased.

ANNEXURE V

Recommendations of the Scheduled Areas and Scheduled Tribes Commission (Dhebar Commission) on Development of Education among the Tribal People

1. The education of the tribal children is, and should be the concern of the Education Ministry to the same extent as the education of non-tribals. The Ministry of Home Affairs should be associated at the thinking level. We recommend that a Board or Committee be established to study this question and formulate procedures that would ensure smooth and efficient functioning.

2. There should be one system, one policy making body and one operating channel in the tribal areas and since primary and secondary education is the responsibility of the State Governments, they must take over the sole responsibility.

3. In granting recognition to schools and giving them grants-in-aid, the State Government should satisfy itself that no institution which receives a grant from the government or is recognised by it, practises discrimination either in the recruitment of teachers or in the admission of students on the ground of caste, community or religion.

4. We realised that it is difficult to set up schools and hostels in small villages, which are little more than hamlets and situated so far apart. Nevertheless, where 30 children of school-going age are available in one locality, the school should not be located at a distance of more than one mile. In no case should a child be required to walk for more than two miles to go to school. In other cases there should be schools with hostels attached.

5. Vacations and holidays should coincide with agricultural and forest operations and social festivities in the locality. Reasonable hours and school timing should bear in mind the requirements of the people.

6. The emphasis in education should be on a craft or technical bias and as far as possible the idea of a residential school should be encouraged.

7. The teaching of drawing and art should be a part of the school curriculum and tribal children should be given full opportunity to satisfy their creative urge through school activities.

8. The teaching of folk songs, stories and riddles should not be ignored. The tribal games and archery as well as tribal music and dances should be organised as a part of the curriculum.

9. Even after primary education is over, facilities will have to be provided to the tribals in the form of night schools to undertake further studies.

10. It is necessary that discrimination between ordinary schools, basic schools and other types of schools should be kept down as low as possible. In no case should a Scheduled Tribe student be placed in a position, where he cannot get admission at higher levels simply because he has gone to a school of a particular type.

11. Equipment in primary schools should continuously be improved. With a view to giving a touch of homeliness, the class-rooms should display pictures of vegetation, birds and animals common in the locality. The structure and decoration in the school building should be in the tribal style. The class room should give a feeling of cheer and should not be shabby.

12. There should be a considerable expansion of technical education. The courses should include the certificate course, diploma course and degree course—including Agricultural Engineering. As far as possible there should be at least one technical education centre in every district. The expansion of the certificate course is an urgent necessity.

13. Arrangements should also be made for sample workshop training to the boys as motor mechanics, motor drivers, fitters for irrigation pumps and such other jobs. There is a great demand everywhere for these artisans and a workshop type of course, while cheap in running, will offer a solution of mass employment of trained personnel.

14. As regards the medium of instruction in the schools in the first two years, the lessons should be imparted verbally in the tribal dialect to make the tribal boys and girls follow the lessons. The teachers should invariably know the tribal

language. Lessons can be taught in the regional language from the third year.

15. This solution should not result in forgetting the major tribal languages. Under Article 305-A of the constitution, every State and every local authority within the State has to provide adequate facilities for instruction in the mother-tongue at the primary stage of education to children belonging to linguistic minority groups.

16. To say that it is impossible to prepare textbooks in the tribal language—there are so many of them—may not be a justifiable matter. There is no need to prepare books in the dialect of any small tribal group. Attention should be directed to the larger tribal languages, which are spoken by a sufficient number of people.

17. The question of textbooks has to be viewed from two angles viz., script and content. As regards the content of the textbooks, the objective of integration should not be lost sight of. The tribal students are expected today to read the common textbooks for the State. The common text books should also include lessons depicting the life of the tribals, their folklore, songs, history and the lives of important personalities in the social, religious and political fields. These subjects should be woven into the textbooks.

18. A growing number of educated tribals are beginning to write books, pamphlets and articles in magazines. This new literature is always in the people's old mother-tongue. This is another argument in favour of emphasizing the tribal languages at the school level. This movement may well provide us with many treasures and may prove an invaluable means of helping the tribals to attain self-expression. It should be encouraged in every possible way.

19. Adequate provision for mid-day meals, clothing, a small amount of pocket money, say Rs.2 a month for the girls, the supply of free books, slates and stationery would surely attract tribal boys and girls to schools in sufficient numbers.

20. It is suggested that where the progress in education is below the First Plan level in any region, approximately of the size of a Tribal Development Block the number of scholarships be increased.

21. There have been complaints regarding irregularly and delay in payment of scholarships. To ensure that the scholarship amount reaches the student every month in time, it may be sent along with the salary of the teachers.

22. A teacher in the tribal areas must have a thorough knowledge of tribal life and culture.

23. It is of the greatest importance that teachers should be provided with houses and should have a fixed tenure in their schools. Over and above residential accommodation, some additional inducement should be given.

24. There should be a separate cadre in the States for teachers in these areas for a period of 20 years. As the areas develop, and as communications develop and as the situation reaches the normal level, the cadre may ultimately be wound up.

25. Tribal boys and girls who pass out VII-VIII standards should be trained as teachers and posted to schools in tribal areas. To that extent, ordinary rules and conditions should be relaxed. There should be special provisions for a short-term training course for such students.

26. According to the scheme of the Teachers' Training Centre at Sudimala in Andhra Pradesh, candidates are selected from village schools, who have studied upto 4th standard, and are taught in the centre upto the 6th standard. The special teachers' training is given for one year and successful candidates are appointed as village teachers. During the training period, a candidate is paid Rs. 20 p. m. as stipend. This is a good experiment and should be carefully studied.

27. More effective inspection and supervising machinery should be provided and stern disciplinary action should be taken in case of recalcitrant teachers. Teachers may be placed under the administrative control of the Block or Project Officers, who will have a far more direct contact with them than the other officers.

28. Before introducing compulsory primary education the authorities should make sure about the availability of well qualified and experienced teachers, who know the local language; and they should have the necessary text books ready, apart from other facilities referred to earlier.

29. Mid-day meals, supply of free books, slates and stationery will have to be provided, if compulsory education is to be introduced in the tribal areas. An intensive propaganda campaign will have to be organised.

30. The tribal students experience some difficulty in securing admission in the secondary and collegiate course. While there should be no lowering of standard, it is felt, that there should be a period of coaching before the tests are taken. The tribal students should be admitted in the institution on their showing the minimum qualifications for admission. Necessary facilities can be provided to them for coaching, after which they may appear for the test.

31. Audio-visual education cannot be introduced in tribal areas. There is lack of transport and lack of adequate finance to cover all the principal tribal dialects. A beginning may be made with silent visual demonstration accompanied by explanation of the subjects in local dialect verbally.

There are groups of tribals who are comparatively speaking in the most undeveloped condition. They are not conscious of the benefits of education. In case of such groups special efforts should be made by the State Governments by undertaking special approaches. Nomadic tribes will also come in this category. The ordinary school will not be adequate to raise the level of education among these sects. The responsibility of supplying books, meals, clothing, etc., in such cases should be undertaken by government.

ANNEXURE VI

Districtwise enrolment in classes I-V and percentage of school-going children in 6-11 age-group during 1961-62

District	ENROLMENT IN CLASSES I-V (IN LAKHS)			*PERCENTAGE OF SCHOOL-GOING CHILDREN IN 6-11 AGE GROUP					
	Boys	Girls	Total	Boys	Rank from	Girls	Rank from	Total	Rank from
					below		below		below
1	2	3	4	5	6	7	8	9	10
1. Ajmer	0.71	0.27	0.98	93.4	26	40.3	26	68.5	26
2. Alwar	0.61	0.11	0.72	69.3	20	14.0	11	43.1	19
3. Jaipur	0.93	0.27	1.20	62.0	16	20.7	22	42.7	18
4. Bikaner	0.26	0.09	0.35	68.4	19	26.5	25	49.3	23
5. Churu	0.40	0.10	0.50	74.1	22	20.6	21	48.5	21
6. Ganganagar	0.50	0.13	0.63	58.1	10	17.1	19	38.8	14
7. Sikar	0.46	0.07	0.53	70.8	21	12.4	8	43.4	20
8. Jhunjhunu	0.47	0.08	0.55	79.7	25	15.7	15	50.0	24
9. Barmer	0.16	0.03	0.19	29.1	1	6.9	1	18.1	1
10. Jalore	0.21	0.03	0.24	51.2	4	7.5	2	29.6	3
11. Jaisalmer	0.05	0.01	0.06	41.7	2	11.1	5	28.5	2
12. Jodhpur	0.54	0.15	0.69	74.0	23	21.8	23	48.6	22
13. Nagaur	0.44	0.09	0.53	57.9	9	13.3	10	37.1	8
14. Pali	0.40	0.10	0.50	60.6	15	17.3	20	40.3	16
15. Sirohi	0.18	0.03	0.21	64.3	18	12.0	6	39.6	15
16. Kota	0.46	0.13	0.59	75.4	24	23.6	24	50.9	25
17. Bundi	0.15	0.04	0.19	57.7	8	16.0	16	37.2	9
18. Jhalawar	0.21	0.05	0.26	58.3	11	15.2	14	37.7	11
19. Bharatpur	0.58	0.13	0.71	62.4	17	16.1	17	40.8	17
20. Sawai Madhopur	0.41	0.06	0.47	56.2	7	9.4	4	34.3	6
21. Tonk	0.20	0.03	0.23	52.6	5	9.0	3	32.0	4
22. Banswara	0.26	0.05	0.31	60.0	12	12.5	9	37.3	10
23. Bhilwara	0.32	0.07	0.39	50.8	3	12.3	17	32.5	5
24. Chittorgarh	0.32	0.07	0.39	60.4	13	14.3	12	38.2	12
25. Dungarpur	0.22	0.05	0.27	61.1	14	14.7	13	38.6	13
26. Udaipur	0.67	0.18	0.85	55.8	6	16.2	18	36.8	7
Total	10.12	2.42	12.54	62.9	16.7	41.7			

These are based on 1961 census unadjusted figures.

ANNEXURE VII

Districtwise enrolment in classes VI-VIII and percentage of school-going children in 6-11 age-group during 1961-62.

District	ENROLMENT IN CLASSES VI-VIII (in lakhs)			PERCENTAGE OF SCHOOL-GOING CHILDREN IN 11-14 AGE GROUP*					
	Boys	Girls	Total	Boys	Rank from	Girls	Rank from	Total	Rank from
					below		below		below
1	2	3	4	5	6	7	8	9	10
1. Aimer	14551	4146	18697	40.4	25	13.8	25	29.6	26
2. Alwar	13086	1963	15049	33.6	19	5.8	21	20.0	18
3. Jaipur	26263	8135	34398	39.2	24	14.3	26	27.3	24
4. Bikaner	6243	1353	7596	39.0	23	9.6	23	25.3	23
5. Churu	6325	668	6993	25.3	12	2.7	9	14.9	10
6. Ganganagar	10281	1750	12031	27.8	15	5.5	19	17.3	17
7. Sikar	9758	336	10094	30.5	17	1.0	3	17.1	16
8. Jhunjhunu	10451	642	11093	37.3	22	2.7	10	21.3	20
9. Barmer	2102	132	2234	8.8	1	0.7	1	5.0	1
10. Jalore	2156	445	2601	10.8	2	2.8	11	7.2	3
11. Jaisalmer	559	31	590	11.2	3	0.8	2	6.6	2
12. Jodhpur	10762	3085	13847	32.6	18	11.5	24	23.0	22
13. Nagaur	8010	618	8628	20.6	7	2.1	6	13.0	8
14. Pali	7960	398	8358	28.5	16	1.7	5	16.4	14
15. Sirohi	2950	402	3352	24.6	10	4.2	17	15.2	12
16. Kota	9510	2112	11622	34.0	21	9.2	22	22.8	21
17. Bundi	5888	423	6311	45.3	26	4.7	18	29.0	25
18. Jhalawar	3490	497	3987	20.5	6	8.8	16	13.3	9
19. Bharatpur	13568	1155	14723	33.9	20	3.7	15	20.7	19
20. Sawaimadhopur	7934	410	8344	20.3	5	1.6	4	12.8	7
21. Tonk	3516	485	4001	27.0	14	3.2	12	15.0	11
22. Banswara	2624	446	3070	17.5	4	3.4	13	11.0	4
23. Bhilwara	7502	871	8373	25.0	11	3.6	14	15.5	13
24. Chittorgarh	4816	493	5309	20.9	8	2.6	8	12.8	6
25. Dungarpur	2956	305	3259	21.1	9	2.3	7	12.0	5
26. Udaipur	13327	2499	15826	26.6	13	5.8	20	17.0	15
Total	...	206588	33798	240386	28.5	5.7	18.2		

*These are based on unadjusted figures of 1961 census.

ANNEXURE VIII

Scheme of Reorientation of Senior Basic Schools in U.P.

The scheme of reorientation of the Junior High Schools (comprising classes VI to VIII) of the State into the pattern of senior basic schools was launched in July, 1954. Earlier, primary schools had been improved and covered into basic schools. But at the senior basic stage the teaching of crafts and other aspects of basic education needed improvement. Under this scheme the teaching of crafts has been improved by introducing agriculture as the basic craft in rural schools, and other crafts (spinning and weaving, tailoring, wood-craft, metal-craft, leather craft, House-craft for girls) in schools in urban and semi-urban areas. Proper facilities for the same as farms, crafts-sheds, equipment and fully qualified and trained teachers have been provided. The following objectives have been kept in view : -

- (a) making the craft in the school productive, useful and closely related to the community;
- (b) developing the personality of the pupils through craft centered education;
- (c) training the pupils in leadership and citizenship through corporate life and youth organisation in the school.

The scheme had from its very inception the blessings of the late Pt. Govind Ballabh Pant, the then Chief Minister of Uttar Pradesh, who showed keen interest in it.

With the help of qualified teachers and suitable land and equipment for agriculture, both the productive and the educational aspects of craft work have been improved. In the teaching of agriculture its scientific aspects and relations with other branches of knowledge are emphasized. In all about 24,000 acres of land is under cultivation in these schools and in 1962-63 the produce from farms was worth about Rs. 14 lacs. A part of the produce was distributed to the pupils and the rest is reserved for the maintenance and development of the school and the farm. Where the land initially secured (which was done through donations) was not fertile, efforts are still continuing to reclaim it or exchange it with fertile plots. These schools have become centres of activity and they have come closer to the community, which is mainly agricultural.

Land and funds for agriculture :—

Before the actual introduction of the scheme a campaign was launched for obtaining land, and fund (called Chief Minister's Education Fund) for equipment and maintenance of farms. 20,611 acres of land and Rs. 31,26,403 were secured in 1954. Agriculture was introduced in Junior High Schools of the State (Junior sections of selected Rural Higher Secondary Schools were included). The campaign for land and fund also included an appeal for people's co-operation in the scheme, and their response was very encouraging. Details of land secured upto-date is given below :—

A (Good)	B (Average)	C (Unculturable)	Total
5,700	8,300	8,000	22,000

Culturable land has been categorised as 'A' and 'B' and unculturable land as 'C'. Continuous efforts are being made to reclaim and improve the inferior land as far as it is possible.

A statement of donations secured in the different districts for the Chief Minister's Education Fund is enclosed. Out of the Chief Minister's Education Fund every school was initially provided farm implements, seeds, manures and contingencies. Besides, Government grants were also sanctioned for wells, irrigation devices, bullocks, museums, community centres, etc. Out of Rs. 30,00,000, a non-recurring sum provided for the purpose. Details of main items of the above provision are shown below :—

1. Bullocks for Senior Basic Schools @ 500/- per pair	Rs. 4,80,000/-
2. Reclamation of school farms	Rs. 3,20,239/-
3. Supply of water-lifting devices and repair of wells	Rs. 4,84,000/-
4. Bullocks shed	Rs. 3,30,500/-
5. Fencing of school farms	Rs. 1,66,000/-
6. Establishment of Agricultural Museums @ 600/- each	Rs. 3,60,000/-
7. Establishment of Community Centres in 590 schools @ 430/- each.	Rs. 2,15,000/-

8. Medicine chest	Rs.	25,000/-
9. Community education	Rs.	25,000/-
10. Holding of seminars at different levels	Rs.	30,550/-
11. Publicity and publications	Rs.	1,24,550/-
12. Purchase of books	Rs.	55,000/-
13. Photographic equipments	Rs.	2,500/-
14. Establishment of school nurseries @ 700/- each	Rs.	73,550/-
15. Purchase of land	Rs.	10,500/-

Teachers and their Training.

Due emphasis was placed on the proper selection and training of the teachers for agriculture and crafts. In 1954, 2,784 teachers were recruited for agriculture and 113 for crafts. Their qualifications and pay are as follows :—

(i) Extension teachers for agriculture—

B. Sc. (Ag.)	....	120-300
Inter. (Ag.)	....	75-200

Due to non-availability of agriculture-qualified teachers in a large number, graduates and under-graduates of other qualifications, but duly trained, were also recruited. They were given extensive training in Agriculture and Extension methods. Now, all extension teachers have completed their refresher course trainings in Agriculture, crafts and Pedagogies and have become fully qualified. Now only under-graduate teachers are being recruited.

(ii) Craft teachers :—

1. Graduates (with craft)	120-300
2. Under-graduates (with craft or Diploma in (Craft)	75-200
3. J. T. C 's (with craft or Diploma in Craft)	60-120

The teachers of agriculture are called, "Extension Teachers" and, besides teaching agriculture theory and practice, their duties of school and school compound are as follows :—

- (i) beautification of school and school compound;
- (ii) demonstration of new and improved agriculture methods in school farms.
- (iii) extension and development activities (as far as practical);
- (iv) organisation of Youth Clubs;
- (v) enlisting public co-operation in different campaigns sponsored by Development Department;
- (vi) organisation of cultural activities on the occasions of national interest and different festivals wherein village folk also participate;
- (vii) organising excursions, study tours, exhibitions etc. in the interest of students.

Owing to the wide expansion of the activities of village-level workers of National Extension Service Blocks, throughout the rural areas of the State and also due to heavy teaching work it has not been possible to involve the extension-teacher in the extension programme beyond a very limited extent. But the extension teachers have been participating in extension work in their schools and they have successfully organised the agricultural campaigns launched by the State Development Department. Besides most of the Extension teachers have been arranging, from time to time, demonstrations and experiments in improved farming practices, and exhibitions for villagers. In order to equip these teachers with the knowledge and skills required for their role they were imparted initial and in-service training, which included the padagogy of basic education.

The full training course of each extension teacher was of 12 to 15 months duration in three instalments. The training was imparted at 8 centres located in the different parts of the State. The Extension Teachers Training Centre at Pratapgarh was specially staffed and equipped for this purpose, while the other centres took up this training programme in addition to the normal work. The syllabus of training is

comprehensive and the course is followed by an assessment of each trainee. The outline of the training syllabus is given below:—

Theory

- (i) Elementary Child Psychology and Principles of Education.
- (ii) Methods of teaching of Agriculture.
- (iii) Agriculture and Horticulture.
- (iv) Plant protection, Animal Husbandry and Veterinary.
- (v) Agriculture engineering including subsidiary craft.
- (vi) Extension and allied activities.

Practical

- (i) Class teaching
- (ii) Agriculture and Horticulture practicals.
- (iii) Animal Husbandry and Veterinary practical.
- (iv) Agriculture Engineering including subsidiary craft.
- (v) Extension methods.

At the Training Centre, Pratapgārh, equipment for agriculture, craft and other subjects worth Rs. 37,370/- was provided. An agricultural farm of about 10 acres is also attached on which every trainee does practical work.

The following staff was provided for the centre :-

- | | |
|---|-------------|
| 1. One post of Headmaster | Rs. 250-500 |
| 2. Two posts of teachers (Agriculture in the S. S. E. B. Grade) | Rs. 200-450 |
| 3. Three posts of teachers in Social education in the S. S. E. S. grade | Rs. 200-450 |

- | | |
|--|-------------|
| 4. One post of teacher in Animal Husbandry in S. S. E. S. grade | Rs. 200-450 |
| 5. Instructors (as needed according to the number of trainees) selected for existing Extension teachers. | Rs. 20-300 |

This training Centre was visited in 1955 by the then Deputy Minister for Education, Dr. K.L. Shrimali and by the Committee on Assessment of Basic Education (headed by Shri G. Ramachandran). All the teachers of other crafts too were trained in 7 centres, including the above centre at Pratappgarh.

The present number of teachers working under the scheme is as below :—

(a) Graduate (120-300)	752
(b) Under-graduates (75-200)	1783
(c) Agriculture supervisors in S. S. E. S. (Gazetted scale)	5
	2540

At present agriculture is provided in 500 and other crafts in 428 Junior High Schools or Junior sections of Higher Secondary schools (these include the schools opened in the Second Five Year Plan). The remaining teachers are working in Government Normal schools and Training Centre, Pratappgarh.

Curriculum, syllabi and Textbooks

The curriculum and syllabi of the senior basic stage were revised. Stress was laid in the new curriculum on proper organisation of craft work and agriculture. It was indicated that the time devoted for crafts and agriculture should be 12 periods of 40 minutes each. In seasons in which agricultural operations are very limited, the time released from practical agriculture is devoted to local crafts, which would be helpful to the farmers. Examples of local crafts are basketry, tat-patti and jute weaving, wood-work etc. The curriculum revised in 1954 includes the following subjects :—

1. Basic crafts and Allied Art.
2. Hindi.
3. English.

4. Third language (i. e. Sanskrit, Urdu, Punjabi Bengali, Gujrati, Marathi, Assamese, Kannada, Oriya, Kashmiri, Tamil, Malayalam).
5. Mathematics.
6. Social studies
7. General science.
8. Physical culture.
9. One of the following optionals :—
 - (i) Classical language and Persian (Sanskrit can be taken by those who have not offered it under item 4 above).
 - (ii) Music.
 - (iii) Commerce.
 - (iv) Art.

Along with the revision of the syllabi of the senior basic stage, the curriculum and syllabi of the junior basic stage were also revised to bring them in line with the former. The revised curriculum of Junior Basic Schools includes spinning and gardening as basic crafts, besides house craft for girls. It may be added that in the light of experiences gained during these years and owing to changes brought in by the introduction of the three language formula, the curricula and syllabi of basic schools are again being revised.

Text-books for agriculture at senior Basic stage were produced by experts in the Department.

A number of guide-books and other pamphlets for the use of teachers was taken up. Uptil now 32 useful pamphlets or booklets have been produced and distributed to schools (copies of selected pamphlets are enclosed). They cover Subjects as Agriculture, Plant protection, Animal husbandry, Manures, Youth organisation, school beautification, school museums, organisation of community centres, cultural activities, etc. Besides, a series of handbooks has also been prepared for the use of teachers. They will soon be published.

Activities in Re-oriented senior basic schools.

Every re-oriented senior basic school has a 3-10 acres farm for agriculture (or alternative provision some other crafts).

The school farm is developed and maintained by the cooperative labour of the boys and the teachers. Formerly two hours practical work in the field daily was included in the curriculum. Now, with the introduction of the three language at the senior basic stage, the time available for agriculture and crafts will be 8 periods per week.

The farm is the base for the community service which the school undertakes. Efforts have been made to make these farms the demonstration spot for the neighbouring villages so that village farmers may see that results of improved methods and technique of agriculture.

Efforts have also been made to turn the reoriented schools as community centres for the neighbouring villages providing recreational activities and cultural programmes on special occasions of national interest.

Under the guidance of the headmaster and the extension teachers/craft teachers, the reoriented schools have been participating in programmes of Rabi and Kharif campaigns, Van Mahotasav, Soil Conservations, reclamation of usar land etc.

Training for leadership is an essential part of the scheme. One of the fundamental principles on which the scheme is based is that schools should help the children towards better community living through useful hobbies and group activities. With this aim in view 1900 youth organisations (Yuwak Dal) have been set up by re-oriented Senior Basic Schools. The membership is mainly confined to the school boys of that village. The extension teachers work as guides and advisers. Every member undertakes an individual project of productive nature. A Dal as a whole sometimes takes up such projects as planting trees on the village road and its care, participation in the projects of construction of village drain or road, presentation of dramatic shows or programmes of recreation for the whole village, visits to the farms of progressive farmers or excursions to local historical places etc.

The productive aspect:—The produce of the farm is sold at the local market rates and the cash receipts in this way are deposited into Saving Bank Accounts in the name of the school farm, withdrawals of which are made by the extension teachers on the countersignature of the Headmaster of the

school concerned. The produce is to be disposed of in the following way :—

- (a) Preservation of seed for the next Kharif or Rabi seasons respectively and returning of 'Sawai' of the seed as the case may be.
- (b) Purchase of manures of fertilisers, upkeep of bullocks, purchase of improved seed or sapling, other contingencies of the school farm etc.
- (c) 10% of the produce sold into cash is kept reserved into the Saving Bank account for meeting contingent expenses of the farm and for development of the school.
- (d) The rest of the produce is to be distributed amongst students and teachers, the ratio of which is decided by the school executive committee set up to supervise and help the development of the school farm.

The Committee also decides the ratio of the farm produce which is to be sold into cash, be retained as seed or spent towards contingencies. The following is the position of income from farm produce since the inception of the scheme:—

1954-55	Rs. 2,20,054
1955-56	Rs. 4,57,120
1956-57	Rs. 7,72,093
1957-58	Rs. 8,83,067
1958-59	Rs. 9,05,000
1959-60	Rs. 9,06,000
1960-61	Rs. 9,40,000
1961-62	Rs. 13,64,267
1962-63	Rs. 14,00,000 (approximately)

Thus the income from farm produce has gone up seven times since 1955. Targets of productivity have been laid down for all the re-oriented school farms according to the category of land brought under cultivation in them.

Financial Aspects :—

As mentioned above, besides Rs. 30,00,000 sanctioned for non-recurring expenditure, the initial expenditure on equipment, seeds, etc. was also incurred out of the Chief Minister's Educational Fund of Rs. 31,26,403/59 nP. raised from the voluntary contribution of the people. A sum of Rs. 20,91,073/27 nP. out of this is still there for future use. The purposes for which this fund can be used, are as below :—

- (i) Reclamation and preparation of soil including the charges of bullocks or labour.
- (ii) Provision of irrigation facilities including construction of wells, channels, pumping and water lifting devices.
- (iii) Provision of Agriculture/Horticulture implements, manures, seeds, seedlings and other perishable or non-perishable equipments required for the maintenance of the school farm.
- (iv) Purchase or maintenance of bullocks including bullock sheds.
- (v) Equipment required for the maintenance of the school as a community centre including provision of books, radios, material for physical culture and agriculture museums.
- (vi) Provision of charts, models, sign-boards and other visual and teaching aids.
- (vii) Miscellaneous contingencies including requirements of the school, items of stationery, postage stamps registers for the school farms.
- (viii) Organisation of school functions, education excursions and youth clubs and rallies.
- (ix) Other items as may be prescribed by Government from time to time.

Besides sanctioning a non-recurring sum of Rs. 30,00,000 as stated above, the State Government has been meeting the cost of teachers' salaries and contingencies and the total recurring expenditure during 1962-63 was Rs. 56,40,193.

Organisation and supervision :—

For effective administration and supervision of the scheme, an additional Director of Education was put in charge of the scheme in the Directorate. He was assisted by a Dy. Director of Education, an Officer on Special Duty. At present, the Additional Director of Education is assisted by a Deputy Director and Assistant Director of Education (Basic). Besides, there is one Superintendent of Agricultural Education and one Craft Technician at the Headquarter.

At the regional headquarters the Deputy Directors of Education are in charge of the scheme. They are assisted by Agriculture Supervisors and regional guides. At the district level extension guides were appointed to assist the District Inspector of Schools in technical supervision of the scheme. Later on the posts of extension guides were abolished but the question of reviving them is being considered.

Cooperation from other departments :—

In several districts, under the scheme of consolidation of holdings, good land is being secured for schools in place of unsuitable plots received earlier. Help of the staff of Agricultural Department has also been secured in getting good seeds etc. and in the supervision of school farms.

Local Boards and private managements have cooperated in the scheme whole-heartedly.

Expansion of the Scheme Since the Second Five Year Plan :—

Two special schemes were also launched during the Second Five Year Plan through which further facilities were provided to selected Senior Basic Schools in introducing crafts, details of which are as follows :—

Scheme No. 10 :—Suitable crafts, other than Agriculture have been introduced in 330 Senior Basic Schools for which the State Government make a non-recurring provision of Rs. 60,000 @ Rs. 2000 per schools for construction of craft-shed and purchase of craft equipment. From the very beginning of this scheme Government have been meeting all the expenditure recurring or non-recurring for craft education and the salary of teachers.

Scheme No. 11:—During the Second Five Year Plan, 40 senior Basic Schools were provided with facilities of Agriculture education. A non-recurring grant of Rs. 80,000 was sanctioned @ 2000/- per school for agricultural equipments and construction of store-room.

Integration of Basic Schools:—

286 schools have been integrated with the Junior High Schools, so that an integrated programme or work from classes I to VIII is organised in them. The number of integrated basic schools is being increased further. This has been done in places where the junior and the senior basic schools are very near each other or in the same campus.

The progress of the scheme has been satisfactory in schools where enough land of good quality has been available. There are still some schools in which difficulties exist mainly due to the inferior quality of land. The problem of uneconomic farms is being tackled by securing better land in exchange, providing facilities for irrigation and operations for reclamation. In some cases, even the above steps proved impracticable and the scheme has had to be discontinued. If sufficient funds become available, enough land of good quality can be purchased for these and the remaining schools which have not been so far covered by the scheme.

Chief Minister's Education Fund

S. No.	Name of district	Original Total collection district-wise	Balance on 31-3-63
1	Dehradun .	14,825-14-3	6,306·27
2	Saharanpur .	75,865-10-0	37,467·81
3	Muzaffarnagar .	1,46,403- 2-0	1,11,554·97
4	Meerut .	2,64,322- 0-6	2,07,864·93
5	Bulandshahr .	93,326 -14-0	76,376·43
6	Aligarh .	88,988- 1-6	68,910·44
7	Mathura .	63,877- 9-3	41,108·08
8	Agra .	90,348- 3-3	57,603·86
9	Mainpuri .	1,15,095- 8-0	78,396·62
10	Etah .	31,004- 7-3	20,857·87
11	Bareilly .	78,832-10-0	64,492·61
12	Bijnor .	51,013- 1-0	46,914·01
13	Budaun .	76,615-15-9	59,563·55
14	Moradabad .	44,842- 3-0	21,342·53
15	Rampur .	11,900- 9-0	5,764·55
16	Shahjahanpur .	47,478-10-6	30,955·84
17	Philibhit .	38,003- 7-0	23,828·24
18	Nainital .	58,463- 5-9	45,609·90
19	Almora .	32,890- 1-0	19,525·29
20	Garhwal .	22,200- 5-6	17,319·21
21	Tehri .	13,488-15-0	7,828·08
22	Farrukhabad .	51,562- 9-0	41,872·56
23	Etawah .	1,09,221- 1-6	80,087·69
24	Kanpur .	1,12,089- 4-0	77,451·24
25	Fatehpur .	51,054- 9-4	22,221·90
26	Allahabad .	98,085-10-3	65,590·42
27	Jhansi .	44,026- 0-9	21,215·31
28	Jalaun .	42,06- 28-0	24,704·23
29	Hamirpur .	12,557-14-6	17,570·46
30	Banda .	23,896- 6-6	6,905·27

S. No.	Name of district	Original Total collection district-wise	Balance on 31-3-63
31	Varanasi .	83,854-13-3	71,245.03
32	Mirzapur .	50,932-13-6	26,646.69
33	Jaunpore .	31,135- 8- 9	1,579.62
34	Ghazipur .	56,572-12-3	45,640.06
35	Ballia .	54,402-11-3	40,321.12
36	Gorakhpur .	51,055- 0-0	34,502.11
37	Deoria .	28,520- 7-6	30,889.14
38	Basti .	71,713- 2-3	38,436.60
39	Azamgarh .	65,579-12-9	29,993.57
40	Lucknow .	53,490-15-6	9,052.97
41	Unnao .	26,234- 4-6	4,461.53
42	Rae Bareli .	45,560- 4-6	28,600.62
43	Sitapur .	63,791- 3-9	43,758.58
44	Hardoi .	22,287- 3-6	6,260.57
45	Kheri .	34,399-10-9	24,223.79
46	Faizabad .	90,322-12-3	64,657.83
47	Gonda .	34,912- 3-3	20,828.55
48	Bahraich .	66,566- 3-0	47,998.93
49	Sultanpur .	64,856-12-0	53,223.96
50	Pratapgarh .	42,760-13-0	16,657.28
51	Barabanki .	64,110- 7-9	44,844.46
Grand Total .		31,26,403-9-6	20,91,073.27

ANNEXURE IX

Village Panchayats in Primary Education*by***Shri J. P. Naik**

The great importance of bringing the primary school in close association with the local community through some organisations of the type of Parent-Teacher Associations, or institutions having elected representatives of the local community such as Village Panchayats, is generally recognised and the following arguments can be advanced in support of the principle:—

- (a) The modern trend all over the world is to make the Primary school a centre for the local community and to convert it, in fact, into a community school. This movement has made great progress in Philippines and China and such integration with the community is also an essential part of the scheme of Basic education. It is, therefore, absolutely necessary to associate the local community with the Primary school, preferably through its elected representatives on the Village Panchayats.
- (b) An association of the village school with the village community has several advantages. It becomes an important project in the Social Education of the adults; it is of great advantage to the school itself in improving its working; it secures additional financial resources to the support of the local school; and finally it provides several opportunities for training the students of the local school—who are the ex-community members of tomorrow in activities of social service.
- (c) Compulsory education can never become effective in rural areas until the local community is made to take interest in the local school and is made statutorily responsible for the enforcement of compulsory attendance.

- (d) In several parts of India, and particularly in Madras, attempts are being made to take the school closer to the people. The general experience is that, in all areas where such experiments are being tried, the local communities come forward to accommodate and equip the local schools and even to provide free mid-day meals to poor children. An experiment on these lines, especially in the field of school meals, is badly needed in Rajasthan also.

2. Proposed Functions of the Village Panchayats-Assuming that Village Panchayats are to be associated with the administration of local Primary schools, it becomes necessary to outline their powers and duties in this field. The following is a tentative list of the functions, which may be assigned to the Village Panchayats in this behalf:—

- (a) to assist the Panchayat Samitis in the preparation and implementation of plans for the development of Primary education in their areas;
- (b) to provide adequate accommodation and equipment for local Primary schools;
- (c) to provide for the welfare of the children attending local Primary schools;
- (d) to carry out the current repairs of the school building and, if directed by the Panchayat Samiti, to carry out special repairs and to construct new buildings;
- (e) to exercise such supervision over the local Primary school as may be prescribed or may be directed by the Panchayat Samiti by a general or special order;
- (f) to be responsible for the enforcement of compulsory attendance in the village in accordance with the Rules and Regulations prescribed for the purpose and general or special directives of the State Government and the Panchayat Samitis;
- (g) Subject to the funds at its disposal, to provide poor children with states, books, clothes and other educational equipment;
- (h) to be responsible for the proper management of the school fund;

- (i) to provide play-grounds and school gardens and to maintain them with the assistance of the pupils and the staff of the schools;
- (j) to make provision for drinking water and other necessary amenities required by school children;
- (k) to make provision, wherever possible, for mid-day meals to poor and under-nourished children;
- (l) to make provision for school uniforms;
- (m) to celebrate school functions and to organize excursions or other social and cultural programmes in accordance with the instructions that may be issued by Government or the Panchayat Samiti from time to time; and
- (n) generally to exercise such powers and perform such duties as the Panchayat Samiti may delegate from time to time.

3. A few explanatory comments on the functions listed above are given in the paragraphs that follow :—

- (a) Functions (a) is normal and a corollary to the fact that are statutorily responsible for the administration of Primary education in the entire area of the block. It needs no comments.
- (b) Provision of Accommodation and Equipment—In respect of hiring buildings for the local schools, the cooperation of the Village Panchayats would be very necessary. It is, therefore, felt that the initiative in the matter should generally be taken by the Village Panchayats. The final authority in the matter should, however, be left to the Panchayat Samitis to whom the Village Panchayats would submit their recommendations.

With regard to equipment, it is suggested that this should be the Joint responsibility of Village Panchayats and Panchayat Samitis—the initiative and a larger level. Under the present system in which the supply of equipments is a responsibility of the Department, several practical difficulties are

experienced some of the more important of which are given below:—

- (i) The District Inspector of Schools generally invites proposals from individual schools regarding the equipment required. Owing to shortage of funds, all the demands cannot be satisfied. The District Inspector, therefore, selects a few items only from the lists submitted by the individual schools. In doing so, however, all priorities are usually set aside and the schools very often get things which are less urgent and do not get others, which they need very badly. Such a possibility is ruled out, when the purchase of equipment is left to the school itself.
- (ii) There is a great delay in the purchase and supply of equipment, because the procedure of collecting the demands from the individual schools, preparing and finalising the consolidated demands, calling for and sanctioning of tenders, manufacture or purchase of equipment and its distribution to individual schools takes a very long time some-times as long as 6 to 10 months. All these delays would be avoided, if the authority to purchase the equipment can be delegated to the individual schools.
- (iii) There is a general tendency on the part of the schools to use equipment supplied by the Department carelessly and roughly. This trend would be greatly controlled, if the local people are made to pay a part at least of the cost of the equipment supplied to their school.
- (iv) Under the present arrangements, there is no local initiative for the supply of equipment to schools. Under a good system of administration, it should be possible to set up a healthy competition between the local communities in respect of the equipment in their schools and it should be an object of pride to a local community to display how well it is equipped. This can only happen if the responsibility to provide equipment for the local school is transferred to the Village Panchyats which should be assisted through a suitable system of grant-in-aid.

- (v) Even if the authority to provide equipment to the village schools is delegated to Panchayat Samities as proposed in the Act, all the above evils would still continue to dominate the situation. Their extent may be reduced, but they would not be eliminated altogether unless the Village Panchayats are involved in the programme.

The force of their arguments is obvious. On the other side, however, the main argument is that it would not be possible for every Village Panchayat to purchase all the equipment required for its school in the local market. It is also true that there is often a good deal of economy in bulk purchases, which may be made by the Panchayat Samitis. Thirdly, there is also a fear that, if the supply of equipment is made the exclusive responsibility of Village Panchayat, the schools in poor or backward villages, would suffer very greatly. On a very careful consideration of the problem, therefore, the conclusion appears to be that the responsibility for supplying equipment to the local schools should be shared between the village Panchayats and the Panchayat Samitis on the following lines:—

- (i) A certain minimum equipment required for each school—the list of such equipment shall be fixed by each Panchayat Samiti—should be supplied by the Panchayat Samiti itself without waiting for any popular contribution from the local people or for a initiative from the village Panchayat.
- (ii) For all additional equipment required, the initiative should be left to the village Panchayat, who should arrange their priorities and prepare their budgets which would be sent to the Panchayat Samiti for sanction. The approval would imply that the Panchayat Samiti has sanctioned both the list of equipments to be purchased as well as the tentative budget provision made for them.
- (iii) It should be possible for the Panchayat Samiti, while conveying its sanction, to indicate the articles which should be purchased by the Village Panchayats inadequately and those, which may be purchased by it through the Panchayat Samiti on the ground that a bulk purchase would lead to economy.

(iv) The Panchayat Samiti should then prepare lists of all articles required by the village schools which are to be purchased in bulk by it on their behalf. It should then call for tenders, make purchases and supply the equipment to the schools concerned.

(v) The Panchayat Samiti should encourage the initiative of village Panchayats to provide equipment for their schools by giving grant-in-aid in proportion to the local contribution.

(c) *Welfare of Children*:— Function (c) listed above is generally accepted everywhere at this level.

(d) *School Buildings*:—Ordinarily, the only responsibility of a village Panchayat would be to carry out current repairs of school buildings. But in the case of efficient committees the Panchayat Samiti may ask them to carry out special repairs and even to construct new buildings. In such cases, however, the funds required for the works should be provided by the Panchayat Samitis

(e) *Supervision over the Local Schools*:—Under the Bombay Primary Education Rules, 1949, the powers of supervision to be given to the Village School Committees have been specifically enumerated. A Village School Committee is expected to :—

- (1) visit all schools placed under its supervision at least once a month;
- (2) note whether the number of pupils in the school at the time of the visit corresponds with the number marked as present in the attendance register and report any irregularity to the Administrative Officer;
- (3) report to the appropriate authorities any irregularity or unpunctuality in the matter of the opening and closing of the school and the teachers' attendance;
- (4) see that the school premises are repaired well and kept in a good sanitary condition;
- (5) supervise the expenditure of grants placed at the disposal of the Head-teacher;

- (6) permit the Head-teacher of the local school to leave his charge in case of emergency and to grant him casual leave ;
- (7) report the absence from school, without leave, of the Head-teacher and the assistant-masters;
- (8) hold charge of the single-teacher schools in the event of the absence of the teacher on leave or in such other emergencies;
- (9) be present at the school at the time of the visit of any officer of the Education or other Departments; and
- (10) be present at the time, when the charge of the school is being handed over to another Head-teacher.

These may be of use of Rajasthan as a basis for defining the powers of supervising over the local school to be delegated to Village Panchayats. In this context, one significant change may also be suggested. Conditions vary greatly from village to village. In some villages, there are even High schools at present, and it is possible to have some trained graduates as members of the Village Panchayats. It would, therefore, be wrong to draw up a standard list of the powers of supervision to be delegated to all Village Panchayats. It is suggested that lists of powers of supervision to be delegated to the Village Panchayats may be drawn up. Some of these powers, which would be very simple in character, would be delegated necessarily to all the Village Panchayats. The delegation of other powers should be left to the discretion of the Panchayats, who would authorise, by a resolution, individual Village Panchayats with specified powers. Larger powers of supervision should be given to more efficient Village Panchayats and a power delegated should also be withdrawn in cases of misuse. This creates a healthy atmosphere of competition between the Village Panchayats.

(f) Enforcement of Compulsory Attendance :— Village Panchayats should assume almost exclusive responsibility for the enforcement of compulsory education. The responsibility for the following stages in the enforcement of compulsory attendance should be placed on them :—

- (i) preparation of the census of children of school-going age;

- (ii) publication of lists of non-attending children;
- (iii) Issue of notices to parents of non-attending children;
- (iv) summoning of defaulting parents before them;
- (v) grant of exemption from compulsory attendance in accordance with the provisions of the Act and the Rules and the regulations and the general directives issued in this behalf;
- (vi) passing of attendance orders; and
- (vii) launching of prosecution against defaulting parents.

It would be enough to state here that the staff of the school should give all assistance necessary to the Panchayat in discharging the above responsibilities and it would be a special responsibility of the Panchayat Samiti to supervise the activities of the Village Panchayats in this behalf and also to hear and dispose of appeals in a few cases.

(g) Supply of Educational Equipment to Poor Children:— Another activity which could be entrusted to the Village Panchayats is to make them responsible for the free supply of books, slates and other educational equipment and clothes to poor children. For this purpose, they should be required to set aside some funds from their own budget and the activity may also be assisted by the Panchayat Samitis through grant-in-aid. Under the present system, it is the State Department which is responsible for the supply of these articles to poor children. What happens in practice, therefore, is this. The District Officer calls for proposals from individual schools. These are then scrutinised in his office and consolidated. Then the articles required are purchased and supplied to the schools and by the time the student gets the books, the month of October or November is already reached. All this delay would be avoided and the poor students can be provided with books immediately on the opening of the schools, if this authority is delegated to the Village Panchayats.

(h) School Funds :—Function (h) would be discussed in detail in a later paragraph.

(i) Functions (i) and (j) generally call for no comments but function (k) is important. In this context, attention of the State Governments is invited to what is now being done in the

Madras State where a voluntary movement for Annadan has been organised by the Education Department and where about ten thousand educational institutions are providing mid-day meals to more than three lakhs of children on a purely voluntary basis.

(j) *Function* (j) is similar to function (k) and needs no comments.

(k) *Function* (m) and (n) are also important. Function (m) provides a good opportunity to bring the local community in close contact with the local school and it is necessary to exploit it as largely as possible. Function (n) provides for delegation of authority, over and above that which has been described above, by the Panchayat Samitis and to deserving and efficient Village Panchayats.

4. *Constitution of the Village School Committees*:—So far the functions to be assigned at the village level were discussed. We shall now turn to the consideration of another important problem, viz., the constitution of an agency at the village level to deal with these functions.

It is technically true that these functions vest in the village Panchayat. But it is too large a body to be saddled with this work and in practice, it would be better to constitute a separate committee of the Panchayat to deal with all these functions. This may be called the Village School Committee. Regarding its composition, it is suggested that :—

- (1) a village School Committee should consist of not less than four and not more than eight persons, who are above 21 years of age and who ordinarily reside in the village.
- (2) the entire committee should be elected by the Village Panchayat ;
- (3) half the number of members of the Committee should be members of Panchayat, and the remainder should be persons interested in education.
- (4) There need be no educational qualifications prescribed for the members of the Village Panchayat to be elected on the committee. But the other persons to be elected should have at least passed Primary

standard V. In special cases, if a person so elected does not have this minimum qualification, his election to the committee would be subject to the approval of the Panchayat Samiti;

- (5) as far as possible, every committee should include a women and/or a person of the backward classes;
- (6) the jurisdiction of the committee should be co-extensive with the Panchayat and should include all schools within the area of the Panchayat;
- (7) the committee should elect its own Chairman; and
- (8) the term of office of the committee should be co-extensive with that of the Panchayat.

5. *The School Fund*.— It is also recommended that every Village Panchayat should constitute a separate school fund which would be at the disposal of the Village School Committee and whose primary object would be to enable the committee to discharge its responsibilities in respect of Primary education. This fund should consist of the following items—

- (1) A contribution of the Village Panchayat;
- (2) Voluntary Contributions raised from the local community;
- (3) All income from the school farm or craft;
- (4) Fines realised in the locality under the Compulsory Education Act;
- (5) Such other miscellaneous items as may be prescribed from time to time; and
- (6) Grant-in-aid from the Panchayat Samiti.

A few explanatory comments on the above items of income are given below:—

1. *Contribution from the Village Panchayat*.— At present the Village Panchayat is not expected to make any contribution for the local school. This is wrong in principle. There is no difference between a municipality and a Village Panchayat in the sense that both are local governments for their

communities and both of them should be intimately associated with their local schools and made to pay for them. It is true that the resources of the Village Panchayats are smaller but this difficulty can be easily overcome by prescribing a similar rate of contribution, or by reducing the responsibility of the village School Committee, or by providing a larger grant-in-aid or by any suitable combination of one or more of these methods. It is, therefore, proposed that every Village Panchayat should be required to make a minimum statutory contribution for the support of the local Primary school or schools, just as the municipalities are being compelled in most parts of India to support the Primary schools within their areas. The rate of contribution however should be smaller two percent for all Village Panchayats whose total annual income (exclusive of government grant) is less than Rs. 5,000/-; it should (exclusive of government grants) be more and four percent in all cases.

2. *Voluntary Contribution from the Local Community*:—It is also suggested that every Village School Committee should be encouraged to collect voluntary contributions and donations from the local public. A system of this type has existed in France since 1949 and it is now a national programme of great importance in the sense that every school maintains a "School Chest", under this scheme, every school maintains a "Chest" or a Fund to which the local public makes voluntary contributions, in cash or kind. In order to encourage such contributions government makes a definite grant-in-aid to every school chest at a fixed proportion of the total amount collected locally. The whole amount, including the government grant-in-aid, is placed at the disposal of the local school Committee for expenditure in connection with the school. It is usually utilised for such items as providing the school with equipment, managing the school gardens, taking the children out for excursion, providing extra-curricular activities, providing free meals or cloths to poor children etc. Such an institution deserves to be, encouraged in our rural areas also. It is, therefore, suggested that:—

- (a) the scheme of the School Chest should be adopted forthwith;
- (b) every Village School Committee should be authorised to collect money for the local school;
- (c) the Panchayat Samitis should give a grant to the School Chest at a prescribed percentage of the amount collected locally; and

(d) the whole amount thus collected should be available for expenditure in connection with specified items connected with the local school.

(3) *Income from Farm and Craft.*— It is also proposed that all earnings of a school from the school farm and/or the school craft, should also be credited to the Fund and should be available for expenditure on the local school.

(4) *Fines under the Compulsory Education Act.*—It would be desirable to give the receipts on account of fines under the Compulsory Education Act to the local school itself. This will create greater interest in the enforcement of compulsory attendance.

(5) *Grant-in-Aid.*—It should be an important duty of the Panchayat Samiti to give grant-in-aid to the Village Panchayats in order to enable them to discharge their responsibilities properly. These grants would ordinarily be proportional to local contributions. But in order to help backward and poor villages, the proportion of the grant-in-aid should vary from one type of the village to another- the richer village getting a lower percentage and the poorer village getting a higher one.

It is felt that, if the steps outlined above are taken, it would be possible to stimulate adequate local interest in Primary school as well as to evoke the largest possible local support for the advancement of Primary education.

ANNEXURE X

**Extracts from Chapter XV of Sadiq Ali Committee Report
regarding levy of Education Cess.**

The Panchayat Samitis at present can levy education cess. There are 26 Panchayat Samitis at present, which have imposed education cess. An argument which has been advanced against education cess is that it runs counter to the primary responsibility of the State to provide free primary education. It cannot be disputed that the responsibility for providing free primary education rests with the Government and that Government has to provide funds to these institutions for the purpose. The sphere of education, however, is so vast that our efforts for education of the masses are bound to be limited in view of the scanty resources. After providing minimum necessary funds by the Government for primary and middle schools, there is a number of items which require additional finances e.g. provision of equipment, recreation facilities, mid-day meals etc. These requirements could be conveniently met, if local efforts are mobilised. Therefore, we think education cess is an appropriate step. The Middle Schools now will be transferred to Zila Parishads. We, therefore, recommend that Education Cess should be leviable by Panchayat Samiti or Zila Parishad. The minimum and maximum rate of education cess should be as follows in respect of families falling in different income groups-

	Rate	
	Minimum	Maximum
1. Upto Rs. 500/-	Rs. 1/-	Rs. 2/-
2. From Rs. 501 to Rs. 1000/-	Rs. 2/-	Rs. 3/-
3. Above Rs. 1000/-	Rs. 3/-	Rs. 5/-

At least 80% of the proceeds from education cess should be spent in the Panchayat Circle. The remaining 20% may be spent by Panchayat Samiti/Zila Parishad on common facilities of education viz., libraries, sports, games, etc. Family for this purpose should be defined as a unit of related persons living jointly and having a common kitchen.

The proceeds from education cess should be divisible between the Panchayat Samiti and Zila Parishad in the ratio of 2:1, if the cess has been levied by the Zila Parishad.

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