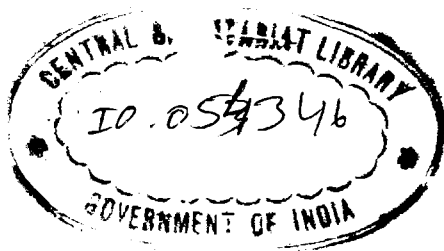


**REPORT OF  
THE COMMITTEE  
ON  
ELEMENTARY EDUCATION  
IN MADRAS  
1953**

**ISSUED BY  
THE DIRECTOR OF INFORMATION AND PUBLICITY  
GOVERNMENT OF MADRAS**



## CONTENTS

	PAGE
1 INTRODUCTION .. .. .	iii
2 CHAPTER I—Elementary Education in Madras State in and prior to 1951-52 with a short historical survey .. ..	1
3 CHAPTER II—The Modified Scheme .. .. .	9
4 CHAPTER III—Three Hours' School .. .. .	11
5 CHAPTER IV—Increase in the number of pupils .. ..	31
6 CHAPTER V—The out-of-school programme .. .. .	49
7 CHAPTER VI—Recommendations .. .. .	59
8 APPENDICES—	
(1) <i>Appendix No. 1</i> —(A) Persons from whom written memoranda were received .. .. .	65
(B) Persons who were interviewed .. .. .	66
(2) <i>Appendix No. 2</i> —Scale of grants to teachers .. ..	67
(3) <i>Appendix No. 3</i> —Basic Education in the State .. ..	69
(4) <i>Appendix No. 4</i> —Taking help of the older pupil—“The Madras System” .. .. .	72
(5) <i>Appendix No. 5</i> —A Note on Literacy in the Madras State .. .. .	74
(6) <i>Appendix No. 6</i> —Administrative set-up .. .. .	76
(7) <i>Appendix No. 7</i> —Teachers' Associations .. .. .	78



## INTRODUCTION.

1. *Appointment of the Committee and terms of reference.*—Our appointment as a Committee and the terms of reference to us are contained in G.O. No. 1988, Education, dated 20th August 1953, of the Government of Madras (Composite); the following is the relevant part of the Government Order :—

“ In order to examine the Modified Scheme of Elementary Education and to make recommendations thereon, the Government have constituted a Committee of the following gentlemen :—

(1) Professor R. V. Parulekar (*Chairman*), Director of the Indian Institute of Education, *Bombay*.

(2) Dr. B. B. Dey, retired Director of Public Instruction, *Madras*.

(3) Sri M. Mujeeb, Vice-Chancellor, *Jamia Milia, Delhi*.

(4) Sri S. Govindarajulu Nayudu (*Member—Secretary*), Director of Public Instruction.

The Committee will—

(i) examine the system of elementary education as it prevailed in the State till last year and the manner in which the quality of that education can be improved and the number of pupils receiving education can be increased.

(ii) examine the Modified Scheme of Elementary Education and its working particularly in relation to the objects stated in item (i) in all its implications, and make recommendations on the subject to Government.”

2. We met in Madras between the 31st August and 5th September, 24th September and 30th September and 14th October and 2nd November 1953. During this period we received memoranda from several individuals and organizations, we also interviewed and discussed informally with representatives of Teachers' Associations and several other persons. (See Appendix I.) We had discussions with departmental officers, Divisional Inspectors and a few Deputy Inspectors. We invited for interview some teachers and managers of elementary schools from the mufassal. We also visited a few schools. We are grateful to all who gave their help and co-operation.

3. "The Modified Scheme of Elementary Education—A Guide Book" (hereafter referred to as the Guide Book) published by the Department of Education and the Proceedings of the Director of Public Instruction, Madras, Rc. No. 603-B-1/53, dated 12th April 1953 and 12th July 1953, were the main documents which enabled us to comprehend what the Modified Elementary Education Scheme is, what its aims and objects are and how these are sought to be implemented. We were supplied with copies of voluminous press cuttings which were full of opinions for and against the scheme. We were also supplied with all the information that we wanted from the office of the Director of Public Instruction, Madras, for which we express our thanks. All these proved very useful in our discussions.

4. We did not see many schools at work with a view to understand how they were functioning under the New Scheme. From our visits to a few schools around Madras we found that the schools were only beginning to understand the implications of the Modified Scheme and were trying to adjust themselves to the new programme. We thought, therefore, that no useful purpose would be served by going round the

State and visiting many schools at this stage. We believed that the best thing we could do in the circumstances was to examine the Modified Scheme on its educational and practicable aspects and base our conclusions and recommendations on our experience and knowledge of educational theory and practice and not so much on what was actually being done in the schools.

5. We may point out here that our report refers to the Composite State of Madras as it stood before the partition. We began our enquiry more than a month before the partition took place and it was not found feasible to refer to the two States separately in our report.

6. We had the assistance of Sri N. D. Sundaravadivelu, Deputy Director of Public Instruction in charge of Elementary Education and of Dr. M. D. Paul, his successor in that office. Mrs. O. C. Srinivasan, Director of Public Instruction, Madras, was also available for consultation and discussion after she assumed charge of that office. To all these officers we express our sincere thanks. Sri G. Ramachandran, Educational Adviser to the Government of Madras for Elementary and Basic Education, gave us his unstinted assistance and our work was greatly helped by his co-operation. We offer our special thanks to him.

## Chapter I

### ELEMENTARY EDUCATION IN MADRAS STATE IN AND PRIOR TO 1951-52 WITH A SHORT HISTORICAL SURVEY.

1. For purposes of this report, we propose to start our survey of elementary education in Madras with the year 1920. By that time the Government of India Act of 1919 had been passed and popularly elected Ministers were in charge of Education, even though under the Diarchic System they did not have full control of finance. The first fruit of this popular authority in Madras was the passing of the Madras Elementary Education Act, 1920 (Madras Act VIII of 1920). This Act gave for the first time, statutory power to implement what had remained for some years a matter for popular agitation. The Act provided by section 44, that any local authority may resolve that elementary education, " shall be compulsory within the whole or a specified part of the local area under its jurisdiction—(a) for all children of school-age, or (b) for boys of school-age, or (c) for girls of school-age " ; but before such a resolution could come into operation, it had to be accepted by the Provincial Government. The Madras Elementary Education Act was amended during the year 1934-35. The main features of the amendment were (1) the introduction of a modified form of compulsion and (2) the adoption of a new method for the proper enforcement of compulsion. The two provisions were designed to eliminate to a considerable extent the wastage in elementary education that was then occurring; the modified form of compulsion was not so much to ensure that every child entered a school as to prevent a child when once he had been sent to a school from being removed within the period of his school-age. The 1920 Act also permitted local bodies to collect an educational cess for constituting an Elementary Education Fund. Even though statutory provision was made for compulsory elementary education, compulsion was actually introduced only in 27 urban and 7 rural areas. This position remained more



or less unaltered even ten years after the passing of the Government of India Act, 1935, which provided for full Provincial autonomy. An attempt, however, was made as part of the Post-war Development programme, to increase the number of areas of compulsory elementary education in the year 1945-46; it was continued during the years 1946-47 and 1947-48. It was during this period that one thousand eight hundred and twenty-nine rural units were brought under compulsion. Under the Act of 1920 the local boards were entitled to a contribution from Government to their Elementary Education Fund besides other subsidies; but these Elementary Education Funds were never adequate to provide free and compulsory education for all children. When compulsion was extended to new areas in the years 1945 to 1948, Government undertook to meet the extra cost involved in bringing more children into schools in these areas. Apart from the penalties imposed on parents for not sending children to schools, certain positive inducements were offered to secure larger enrolment in these compulsory areas. Midday meals were supplied to the poorer children during the years 1945-46 and 1946-47, but in G.O. No. 386, Education, dated 3rd March 1947, Government stated, "On a review of the general finances of the Province it has been found that it will not be possible for the present to continue the scheme of midday meals. The Government accordingly direct that the scheme be terminated with effect from 1st April 1947." After 1948, compulsion was not extended to any new areas, but poor children in those areas continued to be supplied with books and slates free of cost.

2. While further expansion of compulsory education ceased with the year 1948, the success achieved in the compulsory areas is not insignificant even though defaulting parents could not, for some reasons, be subjected to the prescribed penalties with rigour. In these compulsory areas it is estimated that during the year 1951-52 there were 852,817 boys and 573,756 girls of school-age; of these 683,807 boys

and 396,285 girls were in schools. The percentage of enrolment for boys is 82·1, for girls 69·1 and for the two taken together 75·7. The cost to Government because of the obligation undertaken with regard to areas brought under compulsion after 1945 was not inconsiderable as shown by the following figures :—

	RS.
1945-46 ... ..	13,72,337
1946-47 ... ..	50,53,515
1947-48 ... ..	34,04,644
1948-49 ... ..	65,19,672
1949-50 ... ..	69,47,217
1950-51 ... ..	57,75,344

Even though for obvious financial reasons the expansion of free and compulsory elementary education took place only during a short period of three years, it is not to be supposed that no progress was made in elementary education. The following table indicates the total population of the State in the years 1941 and 1951 and the estimated population of children of the age-group 6 to 12 along with the actual number of percentage of such children attending schools. It may be noticed that while the total number of such children has increased by over 10½ lakhs, the increase in the number of those reading in schools is only about 9½ lakhs and the percentage of children of the school-age attending standards I to V is only 39·2 in 1951 as against 32·1 in 1941.

	1941.	1951.
<b>1 Population—</b>		
Male .. ..	24,800,309	28,419,003
Female .. ..	25,040,255	28,596,999
<b>Total ..</b>	<u>49,840,564</u>	<u>57,016,002</u>
<b>2 Population in the age-group 6-12</b> (estimated at 15 per cent of the population)—		
Boys .. ..	3,720,046	4,262,850
Girls .. ..	3,756,038	4,289,550
<b>Total ..</b>	<u>7,476,084</u>	<u>8,552,400</u>

	1941.	1951.
<b>3 Number of children of the above age-group attending standards I to V in all types of schools—</b>		
Boys .. .. .	1,567,293	2,109,561
Girls .. .. .	832,917	1,245,365
<b>Total ..</b>	<b>2,400,210</b>	<b>3,354,926</b>
<b>4 Percentage of (3) to (2)—</b>		
Boys .. .. .	42·1	49·5
Girls .. .. .	22·2	29·0
<b>Total ..</b>	<b>32·1</b>	<b>39·2</b>

The total number of children attending schools given above is that of those in standards I to V, but it may be noted that if the number of children of this age-group (169,557) who are in classes higher than V standard is also taken into account, the total will be 3,524,483 giving a percentage of 41·2 for the children of that age-group attending school. In addition to these there were in elementary schools 287,908 children of the age of 5 to 6 and below 5 years of age.

3. Various efforts were made throughout this period to improve the quality of elementary education and to increase the number of children attending elementary schools. By way of improving quality, schemes were prepared nearly twenty years ago for providing craft in all elementary schools. At the present time, what is called pre-vocational training is obligatory in the VI, VII and VIII standards of Higher Elementary Schools; craft is an important part of the curriculum in Forms I, II and III of the Middle Schools. The entire syllabus of the elementary schools was revised in 1938 and efforts were also made to eliminate wastage and inefficiency in schools. In 1921 there were 34·9 thousand elementary schools but the number went up to 48·8 thousand in 1936. This large increase in number brought into existence several uneconomical and inefficient schools. Steps were, therefore, taken to weed out such schools as could not be improved and to increase the efficiency of the others. The running of single-teacher schools, except those situated in isolated areas, were

discouraged. As it was the view taken in this State that a pupil should attend school till he completed five standards in order to achieve permanent literacy, all elementary schools except those recognized as feeder ones were required to have five standards. This drive to secure efficiency and eliminate wastage resulted in the reduction of the number of schools from 48·8 thousand in 1936 to 35·9 thousand in 1946. This, however, did not result in any fall in the number of pupils. They increased from 28·7 lakhs in 1936 to 32·4 lakhs in 1946. The number of elementary schools in the year 1951 was 38,030. The wastage, however, was not appreciably reduced. There is even now a big difference between the strength of two successive standards in the elementary school indicating either that children leave school without completing their elementary education, or that there is excessive detention in each class. Whereas, there were about 12 lakhs of pupils in Standard I in the year 1946-47, there were only about  $4\frac{1}{2}$  lakhs of pupils in standard V in the year 1950-51.

4. Another effort made to improve the quality of education was by increasing the grant to aided elementary schools. Most teachers in the elementary schools are of the higher elementary grade. A statement showing the scales of pay of teachers and the rate of grant given by Government is to be found in Appendix No. 2. As late as 1946 the basic salary, excluding dearness allowance, of a higher elementary trained teacher in an aided school was Rs. 14. This was increased by another Rs. 2 with effect from 1st August 1946. While Government paid this amount as grant, managements were required to pay as salary only 85 per cent of this, keeping for themselves 15 per cent to defray managements' expenses towards maintenance, equipment, etc. At present, the scale of grant for a higher elementary grade trained teacher is Rs.  $27\frac{1}{2}$ —30. A few years ago, managements were required to pay an additional amount of Rs. 3 per month to a teacher, but very few have done so. The Government now pays the whole of the salary in the grade of Rs.  $27\frac{1}{2}$ —30 plus a maintenance allowance for the managers, calculated at

15 per cent of the teachers' salaries in the case of schools not levying fees. The number of schools under private management receiving aid of this type is about one-half of the total number of schools in the State. The total amount spent by Government on Elementary Education during 1950-51 was Rs. 6,59,66,515; that by local bodies Rs. 2,47,93,925. Of the total expenditure on Elementary Education in the State, Government is bearing 67·6 per cent, local bodies 25·4 per cent and other agencies including private managements only 7·0 per cent.

5. Another important effort to improve the quality of education was the introduction of the Basic Education Scheme. The progress of that scheme in this State has been slow and the matter will be referred to in more detail in another part of this report (vide Appendix No. 3). The number of basic schools in the State, in the year 1950-51, four years after the introduction of the Basic Scheme, was 402 as against 38,030 ordinary elementary schools.

6. In the year 1948, an attempt was made to increase the number of pupils in elementary schools by permitting the use of "the shift system." It may be noted that it went through various phases. In the beginning it was intended merely as an expedient to overcome the difficulty of accommodation in schools if any management desired to take advantage of it. Each shift was to work for not less than 4 hours a day for 6 days in the week; there was to be an interval of 15 minutes at the end of the first two hours. The staff, however, for the two shifts was to be separate though the headmaster was common; but he was required to attend school only for 4 hours for both the sessions taken together. By Order Ms. No. 1663, Education, dated 23rd May 1949, the shift system was to be operative only in ten specified taluks; and even in these taluks it was to be used only where there was need for it. But soon after, by G.O. No. 3806, Education, dated 13th December 1949, any school, not merely one of those in the specified areas, was allowed to apply for

permission to adopt the shift system. New rules were also made for the shifts. Each shift was to last for  $3\frac{1}{2}$  hours divided into 5 periods of 40 minutes each, with an interval of 10 minutes at the end of the second or the third periods. The schools were to work for 6 days in a week and ordinarily each batch was to work in 3 morning sessions and in 3 afternoon sessions in a week alternatively, but it was left to the managements to make this alternation once a week or once a month with the approval of the department. The teachers were still separate for the two sessions; only the headmaster was common, and he was given an allowance of Rs. 5 per month. In 1951, however, as part of an effort to implement the directive of the Constitution at least to a small extent, each shift was reduced to 3 from  $3\frac{1}{2}$  hours, but the teachers were now required to work in both the shifts. The school worked for 6 days for each session there were 5 periods of 35 minutes with an interval of 5 minutes. The teachers working under this system were given an additional allowance of Rs. 10 per month. The weekly allotment of periods for various subjects under this scheme is shown below :—

	Periods.
<i>Subjects (compulsory)—</i>	
Language ... ..	8
Elementary Mathematics ... ..	5
Nature Study and Gardening ... ..	2
History and Geography ... ..	2
Hygiene (and First-aid) ... ..	2
Music ... ..	2
Civics and Moral Instruction ... ..	2
<i>Subjects (optional)—</i>	
Handicrafts ... ..	5
A second or local language for Urdu Schools ... ..	2
Total ...	30

The number of schools which adopted this shift system was small and after the introduction of the Modified Scheme such schools exist no longer in non-municipal areas.

7. The question of implementing the directive of the Constitution, that "the State shall endeavour to provide, within a period of ten years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of fourteen years", was carefully examined in 1950. On the assumption that there were about 50 lakhs of pupils in the Madras State who were yet to be brought into schools the Government desired a plan to be prepared to achieve this in a period of ten years. Accordingly a plan was prepared in 1950 to increase the enrolment by 5 lakhs every year for the next ten years. In order to bring annually an additional 5 lakhs of children into schools an estimated annual increase of one crore of rupees would be required, thus resulting in an additional annual expenditure of Rs. 10 crores at the end of 10 years. In addition to this the cost of training teachers would have to be taken into account. But the financial difficulties were such that in the very first year when the scheme was examined it was possible to provide in the budget only an additional sum of Rs. 5 lakhs and that position has not altered since then.

8. No special steps were taken during the last 15 years either to revise the elementary school curriculum or to improve the activities of the children. Some of the witnesses particularly pointed out the overloading of the syllabus in Geography. Handicrafts have not progressed in lower elementary schools. School buildings are poor and inadequate and playgrounds are non-existent in most cases.

To sum up, the position is as follows :—

(1) Only 41.2 per cent of children of the age-group 6 to 12 were attending school in the year 1951; the remaining 58.8 per cent have to be brought into schools.

(2) For the normal method of expansion by increasing teachers and school buildings, there does not appear to be any immediate prospect of the necessary money being available.

(3) It does not appear to be possible to expand rapidly the basic type of school.

(4) The elementary school curriculum is in need of revision.

(5) There is considerable wastage and stagnation.

(6) The school buildings are generally inadequate and uncomfortable.

## Chapter II.

### THE MODIFIED SCHEME.

1. The following is a brief outline of the Modified Scheme :—

(1) The number of school hours for children in standards I to V in all elementary schools in non-municipal areas is reduced from 5 hours to 3 hours per day. The 3 hours are divided into four periods of 40 minutes each, with not less than two intervals totalling 20 minutes. The scheme, therefore, reduces school hours for children.

(2) The pupils in standards I to V are divided into two separate batches and taught in two separate sessions every day. Thus the school works daily in two sessions. The attendance of each batch will alternate from the first to the second session from day to day or from week to week, so that both batches get an equal chance for morning and afternoon hours. The same teachers work in both the sessions. The school works for six days in the week but the total number of working days for the whole year continues at the prescribed minimum of 220 days. There will be no retrenchment of teachers on account of this arrangement. "The first



good result that should come from the two-session school is that as big a proportion as possible of children who are not now in school would be brought in ”.

(3) The reduction of school hours will naturally leave the pupils with more time outside the school. An attempt is made to devote at least part of this free time to a fuller education of the children. Arrangements are contemplated whereby children will have an opportunity to observe and study the various useful and productive activities of the community and thus develop a growing sense of the dignity of bodily labour. Outside the school hours children will be able to help their parents in doing the work necessary for the family maintenance; others can learn some handicraft or do some other useful work. Emphasis is laid on the idea that for several reasons it is better for children to learn *handicrafts from traditional craftsmen and in the natural social setting in which they are carried on.*

(4) The scheme affects only the lower elementary standards (I—V) of all elementary schools in non-municipal areas and does not apply to any basic school.

(5) The out-of-school programme is intended to be implemented without actual compulsion by creating a mental climate and external conditions favourable to it.

2. Around these principal items, the scheme has furnished a number of details in order to elucidate clearly the intentions of the sponsors and to show how the scheme may be successfully implemented. What is quite evident from the points mentioned above is that the Modified Scheme is very similar to the shift system, but with this difference that a programme of activity-education for children during the hours spent outside the school, is added to it. For a fuller and more detailed picture of the scheme it will be necessary to refer to the “ Guide Book on the Modified Scheme of Elementary Education ” published by the Education Department in 1953.

3. We do not propose to examine every detail of the scheme ; details of any educational scheme are bound to be added to or modified from time to time in the light of experience or according to local requirements. We shall confine ourselves in the following chapters to the three fundamental features of the scheme, viz., three-hour schooling, increased enrolment and out-of-school activity. Judged by these and taken along with our recommendations, we consider that the Modified Scheme is educationally sound and that it offers a practical solution to the problem of carrying out the directive of the Constitution.

### Chapter III

#### THREE HOURS' SCHOOL.

1. *Adequacy of the time allotted for academic work.*—It is claimed that although the Modified Scheme of Elementary Education reduces the daily hours of attendance at school from 5 to 3, it will not affect the time devoted to and the content of academic work formerly given in the first five standards of the elementary school. It is pointed out (Guide Book, pages 7-8) that formerly 21 periods of 40 minutes each were assigned to this work and that, in the new scheme also, the same number of periods is provided for that kind of work. In the old scheme out of a full 5-hour day, nearly 2 hours were set apart for such activities as physical training, handicrafts, etc. In the new scheme, such work will be done outside the school. It is, therefore, claimed that the Modified Scheme does not interfere with the time and content of academic instruction imparted under the old system of full-time teaching.

A scrutiny of the statement showing the distribution of hours or periods among the several academic subjects shows

that the claim made is reasonably justified (vide the table given below) :—

(1)	Periods	Periods	Slight modification	
	under the old Scheme— Standards -V.	under the Modified Scheme— Standards I-V.	now suggested by the Committee.	
			Standard I and II.	Standards III to V.
	(2)	(3)	(4)	(5)
Language .. .. .	8	8	10	8
Elementary Mathematics ..	5	5	5	5
History and Geography ..	2	2	..	3
Hygiene .. .. .	2	2	1	1
Civics .. .. .	..	..	1	1
and Moral Instruction ..	2	2	1	1
Total ..	19	19	..	..
Nature Study and Gardening.	2	2	1	1
Physical training .. ..	2	..	..	..
Music .. .. .	2	Singing 1	1	1
Handicrafts .. .. .	5	Drawing 1	1	1
Total ..	30	23	21	22
Optional subjects, drawing, additional language, etc.	5	1	3	2
Grand total ..	35	24	24	24

It may be seen from the above table that the total periods for the 10 subjects indicated on page 7 of the Guide Book on the old basis will come to 23 periods. We have, therefore, in column III suggested a slight modification to restrict the number to 21 periods in the case of standards I and II and 22 periods for standards III to V so that some time may be available for optional subjects. These 2 or 3 extra periods thus made available may be utilized, as before, for teaching an additional language (other than English), handwork, needle work for girls and training in orderly movement. It would appear that originally only the first five subjects in the above table occupying 19 periods were considered to be necessary for class room instruction under the Modified Scheme. But the Guide Book includes in the 10 subjects mentioned there, Nature Study, Singing and Drawing also.

2. *Strain on the pupil.*—While admitting that the allotment of time to the several academic subjects in the new scheme is not different from that available under the old scheme, some critics of the new scheme point out that the reduction of the total daily hours of schooling from 5 to 3 will necessarily require, on the part of the pupil, continued alertness, while, under the old system, the pupil could have intervals of relaxation, as the daily teaching was spread over a long period of time. In other words, under the old system, the pupil could “digest” the teaching more effectively as the daily school work was interspersed with physical activities and handicraft which impose less strain on the mental alertness of the pupil.

3. This criticism of the new scheme has some force behind it. It should, however, be remembered that modern methods of teaching, if adhered to, are calculated to make instruction practical and interesting even in the case of academic subjects. The class time-tables can also be so arranged that studies involving mental strain alternate with those of an enjoyable nature, like story telling, singing, etc. We, therefore, do not consider that the new scheme will necessarily result in any extra strain on the pupil because of the shortened school-day being devoted mostly to academic subjects.

4. *Strain on the teacher.*—Our attention has also been invited to the extra strain on the teacher under the new scheme. Firstly, the teacher has now to teach in 3 hours what he used to do in 5 hours. Secondly, he has to repeat the same lesson twice in a day. Thirdly, he has to teach for 6 hours a day for 6 full days in the week instead of 5 hours for 5½ days, the total addition in his work is thus 8½ hours in the week. The Guide Book has tried to answer some of these objections (vide pages 22-23). We do not attach much importance to the first two points, viz., (1) concentrated teaching, and (2) teaching the same lessons twice over. These are matters of habit; the strain, even if felt for some time, will

disappear when the teachers get used to the new arrangement. The third point, viz., additional  $8\frac{1}{2}$  hours of teaching per week, however, deserves serious attention. The Guide Book has rightly pointed out (pages 22-23) that as the total number of working days remains the same, i.e., 220 a year, the teacher putting more working days per week, will get more full holidays per year. This is some compensation; but we do not think it is likely to be considered adequate by the generality of teachers. While no good teacher sets a maximum time-limit for his work as a teacher, it is admitted on all hands that the salaries of teachers have to be improved. We shall revert to this point later and make our recommendations.

5. *Academic work can no longer claim the monopoly of educational time.*—The pattern of education in this State is still largely that set up by the British in the early days of their rule. They established schools in India after the pattern in their own country at that time. A regular five-hour school day was part of the system, and so was book-learning. But it was not designed for the compulsory educating of every child; also, the requirements of democracy and the needs of a complex civilization have to be met by a change in the educational pattern. To make this change purposeful, teaching had to be made not only an art but also a science. The change in England is forcefully stated by Ellen Wilkinson, the then Minister for Education in the British Cabinet (Introduction to the New Secondary Education, pamphlet No. 9, Ministry of Education, England, 1947, reprinted in 1951):—“There will be criticism from the type of parent who is concerned about discipline and from employers who write to the newspapers that because of all this new fangled teaching they cannot get boys and girls who spell and write decently. Some employers have been saying this ever since elementary education became compulsory. They said it even when children were taught nothing but the three R's, and most of that with the cane. Isn't it time we tried the more

logical way—so to interest children in their own language that they cannot help spelling and using it correctly? Those who are not and never will be so interested, is it not better to let them find the things they do like and therefore can do well, even if that means that instead of spending a life of unhappy frustration on the office stool or a teacher's desk, they get fun out of a carpenter's bench or a bricklayer's trowel, or satisfaction out of the risk and adventure of the mine? ”

6. For achieving educational progress England had political freedom, wealth, abundant and varied kinds of employment, a growing parity of social esteem for different avocations needed by a civilized community and above all, a long tradition of non-official critical of Governmental regulations. But of all these we have in our country only the first asset, namely, political freedom. A scheme for free and compulsory elementary education saw the light of day only in 1920 and practical efforts to achieve that object are even more recent. We believe that every one will readily agree to accept any expedient by which elementary education can be given to all children. Our children and society must realize that all honest avocations are honourable and that a citizen should be free to choose an avocation according to his abilities and inclination. The school must be part of the community it serves. If that be so, it follows as a corollary that emphasis on book-knowledge, cramming and the collection of knowledge unrelated to the life and needs of the community, must be substantially reduced; the time devoted to class-room work of the old bookish type should be reduced and more time must be devoted to activities which will enable the children to grow up naturally as an integral part of the community they live in. All the world over, the tendency has been to shift the emphasis from book-centred to activity-centred systems of education and it is only proper that in our country too children should not be confined to book learning during the greater part of the day.

7. *Basic education and the reduction of time for academic work.*—We may refer here to one of the objections raised against basic education in the early days of its introduction. It was contended that the reduction of hours of instruction in the traditional academic subjects of the school curriculum would bring about a lowering of standard and that pupils trained in basic schools would not be fit enough for further education. The apprehended disaster, however, has not occurred, although the basic school avowedly reduced the hours devoted to the traditional school subjects and spends a good portion of the school time on craft work. We admit that the principle of correlated teaching which is generally followed in basic schools may have compensated to some extent for the reduction in school time actually devoted to the traditional school subjects. But reduction of time is there and it is also substantial.

8. *Full day instruction is not necessary for academic work.*—It may be noted here that unless the old idea that a full day's teaching (five hours) is necessary to acquire a fair knowledge of tool subjects is eradicated, it is difficult to persuade parents to send their children to a basic school. This old view, we believe is steadily weakening, but its strength is still far from negligible. If it is possible to prove by an extensive effort of the sort contemplated by the Modified Elementary Education Scheme, that reduced hours of instruction will not harm the attainments of children in the traditional school subjects, the common man will accept the basic education scheme as a desirable system of education. Long-established traditions are hard to break in all fields of human activity and it requires courage and vision to launch a reform that will break an old tradition and open new paths for the promotion of human good.

9. *Mysore Scheme.*—Proposals for a short school day are contained in the Report of the Committee for Educational Reform in Mysore (1953), page 83: "Taking the week as

a unit, there will be 21 hours at  $3\frac{1}{2}$  hours per day in the mornings only . . . . The above 21 hours may be spread over 42 periods of 30 minutes each . . . . The primary classes should be held in the mornings leaving the afternoons free for manual labour, cultural and social activities. All primary classes should be held for 6 days in a week working for 4 hours every day with an interval of half an hour." The recommendation of the Mysore Committee is different from the Modified Scheme because no provision is made for the shift system therein. But the time provided for school room work is limited to 21 hours per week which includes 5 hours of craft and manual work. Thus the time available under this scheme for academic studies is only 16 hours per week.

10. *Three-hour schooling in U.S.S.R.*—In a book called, "Education in the U.S.S.R.," by Yevgeny Medynsky, published by "Soviet News" in London 1950, the following information regarding hours for class study is given: "Class study is the principal form of the tuition in the Elementary school, which has four forty-five minutes lesson a day. In the third class, five lessons are permitted one day per week and the fourth class has three days with five lessons." This means that in the first and second classes the time provided for academic work is three hours a day for 6 days; in the third class one extra period of 45 minutes per week and in the fourth class three extra periods of 45 minutes per week are permitted.

11. *Shortening of school hours desirable for the health of the school child.*—We also feel that the shortening of school hours, will benefit the health of the children in schools. Our schools in the vast majority of cases are not structures which provide adequate space and a cheerful atmosphere to the young child; over-crowding is not uncommon; the seating arrangements are unsatisfactory. The great majority of our schools have no playgrounds or where they exist, they are too small.



to allow the children to make use of them for games in groups or on a mass scale. In short, most schools are not attractive places. We have referred elsewhere (vide Chapter IV, paragraph 13) to the wastage in elementary schools, that is, pupils leaving schools without remaining there long enough to acquire permanent literacy. Such wastage may be diminished if the schools are conducted in a more attractive way. Would it be an exaggeration to say that *in the present conditions of schooling*, the child will be better off, psychologically and physically, if kept in the school for a shorter period than in the past?

12. *The three-hour session makes it possible to have two shifts and expand education.*—One of the main objects of the Modified Scheme is to enable the existing schools to accommodate and the existing number of teachers to teach, more children, who theoretically may be about double the present number. This aim is to be secured by asking each teacher to teach one batch of pupils in the first half of the day (three hours) and another batch in the other half of the day. Under the old order, the average number of pupils per teacher, taking all lower elementary schools together, was about 30 on roll. Under the Modified Scheme, where the teachers are to teach two separate batches every day the ultimate average number of pupils on roll per teacher can go up to sixty or even more.

13. *Something more than a mere shift system is aimed at by the Modified Scheme.*—This device of having two sessions a day is generally called the 'shift system.' The sponsors of the Modified Scheme have avoided calling it the shift system presumably because they intend it to be something more than that. In the shift system, properly so called as it is practised in other parts of India the teacher teaches each day two separate batches or shifts, but children who have attended the school for half day are left entirely free during the other half to do what they like. The school authorities do not prescribe any kind of activity for the children when

they are out of the school. The Madras Scheme however has a plan for the activities of the children during the half-day or a part of the time when they are out of the school. This difference between the Madras Scheme of three-hour school teaching and the usual type of shift system practised elsewhere, should be carefully borne in mind. We shall deal in detail in a separate chapter with that part of the Madras Scheme which relates to the non-academic activities of the children when they are out of the school.

14. *The Modified Scheme seeks to carry out the directive of the Constitution.*—The Constitution of the Indian Union has given a directive that within ten years of the passing of the Constitution (1950) all children up to 14 years of age in the States of the Indian Union shall be brought under instruction. While there is a widespread desire to act in accordance with that directive, educational progress in the country is slow for obvious financial reasons. The Madras State faced with the same financial difficulties as other States, has evolved and put into operation its Modified Scheme of Elementary Education, one of the avowed objects of which is to bring into schools a far larger number of pupils, with the resources in men, money and accommodation available in the State at present. It may be noted here that the Madras Government is spending on education of all varieties a little more than 20 per cent of its total revenue. This percentage is the target for State Governments according to the report of "The Committee on the Ways and Means of Financing Educational Development in India" (Kher Committee).

15. *Basic education.*—The Madras Government, like many other State Governments, has declared "Basic Education" as its objective in the field of school education. It is already conducting a number of schools of the basic type; the modified scheme is not applicable to basic schools and does not affect them in any way.

It seems that the Madras Government has fully realized that with the present financial resources of the State, it cannot afford to convert all the existing elementary schools into basic schools at once. Basic education is costlier to begin with than ordinary education.

16. *The Modified Scheme is likely to pave the way for the spread of basic education and meanwhile help in expanding elementary education.*—The Modified Scheme is emphatic about the necessity of keeping school children in close touch with the life and activities of the community. That this contact with community life has been made an essential part of the Modified Scheme, as it is of basic education, clearly shows that the sponsors of the Madras Scheme are not by-passing their basic education programme. In fact the Madras Government has recently (i.e., after the Modified Scheme came into operation) passed orders for the further expansion and improvements of basic schools (vide Appendix No. 3). The Government are planning for the expansion of basic education as a fairly long range programme, while they are pursuing with vigour and urgency the expansion of the new type of elementary education which they think is possible with their present resources. A time may come, sooner or later, when with increased resources in men and money it may be possible to convert the ordinary elementary schools into full-fledged basic schools. The present scheme is thus designed to fill the urgent need to expand elementary education under the directive of the Constitution and also to clear the way for the promotion of basic education. We are convinced that the Madras Government's move is in the right direction and that it has shown a way to implement the directive of the Constitution and, at the same time, pursue the promotion of basic education.

17. *The shift system in other States in India.*—It may be pertinent here to note that the system of double-session schooling introduced by the Modified Scheme of Madras has been

in vogue for some years on a very wide scale in the schools in the Travancore State so far as school instruction is concerned. The ' shift system ' as it is called there, was resorted to with the object of meeting the requirements of compulsory education introduced in 1947.

18. The system at present followed is thus described : " In the Travancore area, teaching in the majority of primary schools is carried on according to the shift system. According to this system the classes will work for  $2\frac{1}{2}$  hours a day for 200 days in the year. Working hours are divided into six periods of 25 minutes each. The school will work from 10 a.m. to 4 p.m. with a non-interval of one hour from 12-30 p.m. to 1-30 p.m. and will work for 5 days in the week " (Director of Public Instruction's Report, 1951-52, page 17). The following shows the distribution of periods for the various subjects during the week :—

Subjects.	Classes.				
	I	II	III	IV	V*
(1)	(2)	(3)	(4)	(5)	(6)
Language .. .. .	9	9	9	9	10
Arithmetic .. .. .	7	7	7	7	8
Geography .. .. .	1	1	1	1	3
History .. .. .	..	..	1	1	3
Hygiene .. .. .	1	1	1	1	1
Civics .. .. .	1	1	1	1	2
Nature Study .. .. .	1	1	1	1	3
Expression work .. .. .	5	5	4	4	5
Physical Education .. .. .	5	5	5	5	5
<b>Total .. .. .</b>	<b>30</b>	<b>30</b>	<b>30</b>	<b>30</b>	<b>40</b>

\* In primary schools where the shift system is followed, the 5th class alone works for a full day of 8 periods of 35 minutes each.

19. Primary Education in Travancore and Cochin is far more advanced than in the other States of the Indian Union. This has been so for a very long time. According to the Census of 1951, the population of this State is 93 lakhs. Children of the age-group 6—11 number about 14 lakhs. Of these, in

1952 nearly 12 lakhs were in schools. This will show that out of every 100 children of school-going age, nearly 85 attend school. The literacy percentage in the State according to the 1951 Census is 46. The average of teacher-pupil ratio in the primary classes comes to about 52.

20. Travancore-Cochin State, however, retains the full-day session for the 5th primary class, confining the shift system to classes I—IV only. The private schools are given an option in the matter of the shift system; and the great majority of them have adopted it. In the shift system as prevailing in Travancore, the children are quite free after they leave the school, the State does not undertake to organize the out-of-school activities of the children during that half of the day.

21. Another State which has achieved a definite advance in primary education owing to the adoption of the shift system in recent years, is Bombay. In this State compulsion has been in force for some years in all villages having a population of 1,000 or more and also in some municipal areas. Bombay Director of Public Instruction's Report for 1950-51 (page 13) observes :—

“Bombay Primary Education Rules, 1949, lay down that the shift system, by which a certain proportion of the pupils attend schools in one session and the remainder in another session during the day, the same teacher attending at both sessions, shall be adopted in standards 1 and 2 in all schools in an area of compulsion, except basic schools or schools in which craft has been introduced. It is also open under the rules to adopt the shift system in other areas in classes up to IV in single-teacher schools. The adoption of the shift system is subject to the proviso that no teacher shall be entrusted with more than two classes or 40 pupils during either session. The shift system was in operation in the schools managed by 23 district school boards and 17 municipalities.”

The literacy percentage of the Bombay State in 1951 was 24.1. Bombay State stands second in all the A and B part States of the Indian Union in the matter of literacy. The first is, of course, Travancore-Cochin. The number of pupils on roll per teacher stood at 40 in Bombay in 1951.

22. *The shift system in other countries.*—While considering the question of the half-day instead of the full-day school system, as a device for bringing large numbers into schools under severe limitations of men, money and accommodation, the example of the Philippines is worthy of note. That is perhaps the only one of the Asian countries (except Japan) which has a comparatively high percentage of literacy; the percentage is somewhere between 50 and 60. The Philippines Constitution, adopted after that country got Commonwealth Status in 1935, expressed in no uncertain terms its educational policy; among other things, free primary education for all children was guaranteed. Faced with this Constitutional mandate, the Government of the country was obliged to devise ways and means to implement the mandatory clause regarding the provision of free and compulsory primary education which at that time consisted of four grades and was meant for children of the age-group 7 to 11. Money, men and accommodation for a great increase in enrolment were wanting. By the Education Act of 1940, the Government changed its methods of schooling for primary education to satisfy the urgent need to bring non-attending children to primary schools. The Act adopted what is called "two single-session plan" (i.e., the shift system as we call it) for the first four primary grades "in which a class of not more than 80 pupils under one teacher is divided into two groups. The first half recites in the morning, the second half in the afternoon" (vide Report to the UNESCO on the Philippine Public School System, 1952, page 7). The total school day for both the sessions consists of 5 hours. No extra teaching load seems to have been

imposed on the teacher in this new plan. The following is the distribution of time among the several subjects under this plan (vide *ibid*, page 32) :—

Subjects.	Number of minutes (per day).
Opening exercises .. .. .	5
Reading and phonics .. .. .	30
Language and spelling .. .. .	30
Arithmetic .. .. .	20
Music and writing .. .. .	20
Social Studies .. .. .	20
National Language .. .. .	15
Free period (including Physical education and Health education).	20
	160 (2 hours and 40 minutes).

It will be noticed from the above table, that the duration of each period is shortened and the number of periods per day is increased, in order to find room for a number of subjects.

23. The Republic of the Philippines, very recently (1952), i.e., after 12 years has found it possible to revert to the old full-day session plan to some extent. A reorganization of primary education was ordered in 1951. "As a result of the reorganization, approximately 60 per cent of the primary classes throughout the Philippines returned to the two-session plan (i.e., the full-day session whereby a class of 60 pupils comes to school morning and afternoon under a teacher), and only about 40 per cent remained under the two single-session plan." (International Year Book of Education, 1952, page 236). Under the two single-session plan each teacher was obliged to teach 80 pupils in two sessions. The revised plan of full-day session brings down the number to 60. In Madras to-day the average number of pupils per teacher in primary schools is 30 and with the help of the new plan of two single-session it is hoped to raise that number to 60 taught in 2 batches of 30 each.

24. We have here cited the example of the Republic of Philippines, because by the introduction of the new plan of

two single-sessions in 1940, it made a serious attempt to bring into reality what the country's Constitution demanded—free primary education for all children. No other country in the east (excluding Japan) has such an achievement to its credit, in the field of primary education, despite financial stringency, which is a common feature of all eastern countries and which apparently hinders them from rapidly progressing with an effective programme of expansion of primary education.

25. The U.S.S.R. seems to have attempted to tackle the problem of mass education by adopting the shift system as is evident from the following extract from W. H. Chamberlain's book on "Soviet Russia" (Duckworth, London, 1930, page 280): "But there is still a great disparity between the comparative poverty of Russia and the great task of popular enlightenment which the country has set out to achieve within the next few years; the elimination of illiteracy and the introduction of universal compulsory primary education. As a result of this disparity, 30 per cent of the children of school-age in the Soviet Union receive no education at all, while the remaining 70 per cent are taught in schools which are usually over-crowded, some of them working in two or even three shifts."

26. *Part-time schools in other countries.*—We may have refer to other types of schools with a system of part-time instruction. Of Denmark it is observed (1935), "the children's schools are part-time schools . . . In rural schools, pupils of every class must be taught 18 hours every week; these 18 hours a week are worked out in different schools according to local circumstances. The principle kept in view is that the farmers must not be deprived more than necessary of the help of their children. In some schools, the children attend the school for 3 hours a day for six days in the week, but much more common is the arrangement by which children attend the school for six hours every alternate day.



Under this arrangement, one teacher can take two classes on alternate days." (Vide the Rural System of Education in Denmark by A. A. Mohamad Zakaullah Khan, page 13.)

27. The following system prevailed in Norway (Year Book of Education, London, 1935, page 880): "Country schools: Even the school year is considerably shorter than in towns, the junior division having only 12 weeks' schooling in the year, the senior division 14 weeks, which latter number, however may be increased to 21 weeks . . . the ordinary short schooling of the country is usually spread over the year, the pupils attending school only every other day. In comparison with the 39 weeks' schooling in the town schools, the country schooling seems rather inadequate. But the fact is that the efficiency of the country schools is considered, broadly speaking, to be on the level with that of the town schools. This may be accounted for by the greater amount of energy the children are able to devote to their school work, when it is confined to three days of the week, the greater amount of time left for their preparation, and perhaps also by the greater maturity of country children who most of them take part in the working life of the farmer at an early age."

28. The two countries mentioned above are largely agricultural and the occupations of the people there have more in common with the Indian farmer. It is interesting to note how their schools have adjusted themselves to the needs of the parents who require the help of their children in their daily occupations. The actual time spent in schools has to be curtailed considerably in order to enable the children to help their parents. Particular note should be taken of the reference to the "greater maturity" of the country children who take part in the working life of their parents from an early age.

29. *Two methods of expanding education without great additional expenditure—the shift system and increasing the size of class.*—Adoption of a system of half-day schooling in

which each teacher has to take two separate batches per day, or raising the number of pupils per teacher to sixty and over in a full-day session, are the two ways to reduce the cost of primary education so as to make it available to a far larger number. In the account of the Philippine Educational programme given above, it is mentioned that the return to a system of full-time education of a class of 60 pupils taught by a teacher is taking place. The number was 80 under the two single-session plan of 1940. Under both the plans, the number of pupils taught by a teacher is almost double of that normally obtaining in Indian States.

30. *Size of classes in other countries.*—The following figures may be found interesting (vide Mass Education in India by R. V. Parulekar, 1934, pages 20–29) :—

<i>Country.</i>	<i>Year to which the figure in the next column relates.</i>	<i>Average number of pupils per teacher.</i>
England .. .. .	1865	63
Germany .. .. .	1916	63
Austria .. .. .	1875	74
Switzerland (Zurich Canton) .. .. .	1897	69
U.S.A. (City schools) .. .. .	1882	57
Japan .. .. .	1905	55

The figures in the last column are average figures, the maximum number must have been much larger. (For maximum number per teacher allowed, see Compulsory Education in India—UNESCO, page 128. It varies from 60 to 80.)

31. *Size of classes.*—The following extracts from “Compulsory Education in India”—A UNESCO publication, 1952, pages 127–128, is instructive in connection with this question of number of pupils per teacher. “The upper limit of 30 pupils per teacher which has been proposed in all schemes of compulsory primary education in India, should be raised. No doubt a maximum of 30 pupils could be more efficiently managed by a single teacher, but it is a luxury which only some of even the richest countries in the world can afford.

Even those countries used to have larger classes in the less prosperous past."

32. *Large classes not acceptable in India.*—In India classes of 60 or more at a time per teacher are not likely to be popular even if introduced as a matter of necessity. In the Philippine school system however large classes (50 and more) have been usual since the inception of the system early in the 20th century. Class rooms were large in area from the beginning. Reversion to classes of 60 pupils under one teacher for full-day schooling was therefore possible. Also the people and the teachers were accustomed to such an arrangement. But in India it is otherwise. A large number of pupils per teacher has been a repugnant idea. This is the result of traditions inherited during the long period of British rule. Universal primary education was not then in contemplation. Small classes were held up as an ideal. The idea has gone deep into the Indian mind and any attempt to have large classes of sixty or over in one session will be steadily resisted from all quarters as a most retrograde measure. Even the Sergeant report adheres to the notion of small classes. Besides, the class rooms in Indian primary schools have been built with the ideal of small classes and even if it is agreed to have large classes as a necessary measure class rooms will not be available for such an experiment.

33. *The shift system seems to be the only means available for carrying out the directive of the constitution.*—We must learn to plan for satisfying our needs in accordance with our resources. If we are to make any substantial advance in free primary education in accordance with the directive given by the Indian Constitution, classes of 30 to 40 pupils each, TAUGHT BY SHIFTS under one and the same teacher, is the only way open. If we want to raise the number of pupils per teacher to almost the double of what it is to-day, bold measures have to be adopted and continued unabated in full vigour. The Philippines experiment mentioned above may serve as an example.

The Madras State is exploring the way through its Modified Scheme. It remains to be seen how quickly and effectively the teacher-pupil ratio will be increased.

34. As early as 1937, the Rev. Milton G. Koult stressed the need for adopting the shift system (Educational Review, May 1937): "The solution that I would offer for this problem (teaching a very large number) is to make the present staff and permanent equipment to double duty. If a prosperous country like the United States has had to resort to the double-shift system, I think it is time that in India we think also along the same lines."

35. In this connexion it will be relevant to quote from "Compulsory Education in India (1952)"—UNESCO Publication (page 140) "If at the end of five years, it is found that basic education can pay 50 per cent or more of its total recurring expenses, the financial problem involved in making primary education universal and compulsory in India would cease to look so formidable as it does to-day. With the substantial reduction in the huge amount which compulsory education was estimated to cost the State, and an appreciable rise in the general level of prosperity and in the State revenue which the five-year plan is expected to bring the gap between the required outlay and the available resources will be considerably narrowed. It would then become possible to give every child in India a seven-year course of free education of a reasonably satisfactory standard. But, if basic education fails to achieve the expected financial results and proves even more expensive than the ordinary type of education, we must be prepared to face the alternative of giving our children a diluted bookish education of four years with about 60 pupils to one teacher and a very elementary syllabus. In any case, a nation-wide campaign for primary education is long overdue and must form an integral part of the plan for national development which will have to be prepared during the next five years, and put in operation from 1957 or 1958."

36. We feel therefore that the Madras policy under which basic education is carefully tended and expanded every year, and at the same time a big drive is being launched to bring a large number of children under its Modified Scheme of Elementary Education, is the right policy. If it succeeds, it will enable the State to implement the directive of the Constitution without lessening its efforts to push forward basic education.

37. The latest support to the three-hour school as a means for the rapid expansion of primary education is given by the Regional Conference on Free and Compulsory Education in South Asia and the Pacific, convened by UNESCO (Bombay, December 1952). This body which was a representative one, has recommended. "The provision of part-time education as a temporary expedient where full-time schooling is not yet practicable."

38. *The Modified Scheme of Madras is a pioneering one worthy of imitation.*—In our opinion the new Madras Scheme will prove a pioneering scheme which others will have to adopt sooner or later, if they wish seriously to implement the directive of the Indian Constitution. To be fair to the Modified Elementary Education Scheme of Madras as it is contemplated by its sponsors, the doubling of the number of pupils is one of the main aims of the scheme, but as already stated it is not its only aim. The Madras Scheme attaches equal importance to what the children will do outside the school. Their out-of-school activities, the scheme considers to be an integral part of their education. The Madras Scheme therefore is quite a novel one; it attempts to give to the children not book education alone but an education which combines book education with a fair amount of opportunity for the exercise of initiative and for participation in the life and work of the community in which the child lives.

39. Before we conclude the discussion on the three-hour school we must refer to one of the arguments advanced by

some of the critics of the Modified Scheme. It is pointed out that the shift system was first introduced in this State in 1948 and went through various phases till according to the orders of Government in 1951, it assumed a form similar to the three-hour school under the Modified Scheme; in addition to this, under the 1951 orders the teachers working under the shift system were eligible for a monthly allowance of Rs. 110. In spite of this attraction the shift system did not make any appreciable headway. It is therefore argued by those critics that as the shift system did not succeed in the past, it could hardly be expected to succeed now. In our opinion, the experience of the past in this matter should not be taken as a guide. In the past, the schools had the choice of accepting or not accepting the shift system as it was on a voluntary basis. The system was a novel one contrary to the established practices and notions of managements, teachers and parents. If in these circumstances any management was bold enough to adopt this system, the parents and the public would look upon the school as an inferior one compared with the other schools in the locality. We believe that a system of this type which fundamentally alters an existing practice can have a chance of success, only if it is made applicable to all schools in the State without exception. This is confirmed by the wide prevalence of the shift system in Travancore and Bombay as stated by us elsewhere.

#### Chapter IV.

##### INCREASE IN THE NUMBER OF PUPILS.

I. One of the main objectives of the Modified Scheme of Elementary Education is to secure an increase in the enrolment of school-age children (6—12) as early as possible. In 1951 the number of children of that age group attending schools was about 35·5 lakhs; while the calculated number (15 per cent) of the age group (6—12) in the population was

about 85 lakhs. This shows that in 1951, out of every 100 children of the age group (6—12) about 40 were in schools and 60, out of them. In the case of boys the percentage of attending children was about 50 and in the case of girls it stood at about 30. In the 10 years from 1942 to 1951 the enrolment in the first five standards taken together and in the first standard only of the elementary schools was as follows :—

Year.	<i>Enrolment in Standards I to V.</i>		<i>Enrolment in the First Standard.</i>	
	LAKHS.		LAKHS.	
1942	..	..	29·8	10·9
1943	..	..	29·0	10·0
1944	..	..	28·4	9·7
1945	..	..	28·8	9·9
1946	..	..	30·9	11·4
1947	..	..	32·9	12·0
1948	..	..	34·7	12·2
1949	..	..	36·2	12·4
1950	..	..	37·7	12·8
1951	..	..	38·0	12·5

The above statement shows that the increase in the total enrolment during the decade is about 8 lakhs giving an average annual increase of about 80,000, and in the first standard as seen from the third column, annual average addition comes to about 16,000.

2. Whatever may be the causes of this meagre increase in the annual enrolment of children in the past, the situation must be improved immediately. The figures for 1950 and 1951 show that the enrolment in the first standard far from increasing showed a slight fall. It will, therefore, be realized that the State must be roused to the realities of this problem and made to put forth the greatest possible effort to bring into the school a steadily rising flow of non-attending children from year to year.

3. A rough estimate shows that in a year (without considering the annual increase in the population) there are about

53 lakhs of children of ages 6 to 10 in the Madras State. Of these about 26 lakhs are in school, and 27 lakhs are outside the school. Distribution agewise of the 27 lakhs non-attending children is as follows :—

<i>Age.</i>	<i>Non-attending children.</i>
	LAKHS.
6—7 .. .. .	8
7—8 .. .. .	6
8—9 .. .. .	8
9—10 .. .. .	5
	<hr style="width: 10%; margin: 0 auto;"/> 27
	—

If a vigorous campaign for enrolment is launched, it is possible to enrol about 25 lakhs of children between 6 and 10 in the four years 1953 to 1956. We suggest the following programme of enrolment for these four years :—

	LAKHS.
(1) Number of children on roll in June 1953 ...	41
(2) Number of children to be enrolled till June 1954 ... .. .	5
(3) Number of children on roll in July 1954 ...	46
(4) Number of children to be enrolled till June 1955 ... .. .	8
(5) Number of children on roll in July 1955 ...	54
(6) Number of children to be enrolled till June 1956 ... .. .	12
(7) Number of children on roll in July 1956 ...	66

Of the additional 25 lakhs of pupils programmed to be brought into the schools, the vast majority (about 23 lakhs) are likely to be from rural areas; in the towns even to-day the percentage of enrolment to total school-age population is much higher than in rural areas and we cannot therefore expect any great increase. If we succeed in bringing into schools during the next three years about 23 lakhs more of pupils in rural areas we shall have in schools about 80 per cent of the school-age children by July 1956.



4. These new additions numbering 25 lakhs will be mostly of ages 6 to 9 (complete). We are not stressing the need to bring into schools under the contemplated drive for enrolment, children who are above 10 and below 12. These children will reach the age of 12 within a year or two and then beyond the lower elementary age-limit. We may, however, suggest that if children of the ages 10-12 could be brought into school and taught in a separate group, it is likely that they would finish in one or two years the usual academic subjects taught to younger children in about 3 or 4 years. Teachers should, therefore, be instructed to be on the look-out for such grown-up children, enrol them and teach them in a separate batch. In such cases the number of pupils per teacher required by the department may be reduced. By incurring a comparatively small expenditure it will be possible to make such pupils literate and thus prevent them from sinking into the mass of illiterate adults. We think if such an arrangement for special coaching of such older pupils could be made, it would be an experiment of great national importance and would substantially add to the number of children in school. Children of ages 10 to 12 number 28 lakhs in the population, out of which about 10 lakhs only are in schools. This group of children thus constitutes a large recruiting ground for school enrolment and if the problem is properly handled it will give good results.

5. Another source from which enrolment may be specially made is the large number of pupils (boys and girls) who left the school before acquiring literacy, and yet who have not passed the age-limit 10 or 11. Such children are not few. In 1950 in the first standard of Madras schools there were, at the end of the academic year, about 12·8 lakhs of pupils; while one year after, i.e., in 1951, there were 8·4 lakhs pupils in the second standard. Of the remaining 4·4 lakhs a fair number probably left the school altogether after the first standard. If some of these semi-literate children below the age of 9 or 10 are reclaimed and made to attend schools,

large numbers could be recruited. For this purpose it may be worthwhile to admit such children in the standard next higher to the one which they were attending when they left the school.

6. It must be realized by those who may be called upon to assist in the drive to enrol children, that the task is fraught with difficulties which will damp the enthusiasm of any ordinary worker in the field. Even in areas where compulsion in elementary education has been introduced with some success the enrolment has not gone beyond 80 per cent of the children of school-going age. The illiteracy of the village parent and his need to keep the child at home to help him in the work by which he earns his livelihood, are the main obstacles to success in increasing enrolment in compulsory areas. The latter obstacle—keeping back the child for some gainful occupation—will, it is hoped, be largely overcome if the child is called upon to attend school for half the day, and is left free for the rest of the day to help the parents or to do some kind of remunerative work which will augment the income of the family. Competent observers have asserted that among every hundred children who do not come to school in spite of school facilities within a reasonable distance from their homes, there are about 50 who do not do so because of economic handicaps.

7. One main advantage of the three-hour school is that it allows the child to attend the school according to his own convenience, i.e., when he could be easily spared by the parent for at least three hours. In deciding which session, morning or afternoon, the child should attend, care must be taken to consult the parent and the child. If timings are fixed without such consideration, the drive to bring to school children of this economically handicapped type may not bear the desired result. If in spite of showing the consideration referred to above, there still remain pupils who for economic reasons cannot attend school for three hours a day, suitable

arrangement should be made to allow them to come to school even for a shorter time. The first objective in this drive for an increase of numbers is to accustom children to school life. Other considerations may be waived for a little while, keeping in mind the great truth, "to appreciate education is itself a consequence of education." This view is supported by the following recommendation of the Regional Conference on Free and Compulsory Education in South Asia, etc., held at Bombay in December 1952: "School programme should be sufficiently flexible so that unavoidable part-time employment does not interfere with schooling." We find that even in compulsory areas these considerations of flexibility have not been kept in view and, therefore, compulsion has not succeeded fully.

8. It is necessary to give here some suggestions for organizing a suitable and effective machinery for a great and sustained drive to bring into schools non-attending children, particularly of ages 6-9. We do not recommend the enforcement of compulsion at this stage, because firstly it is a costly measure and secondly, the law should not step in at this stage to secure enrolment. It is our belief that better results in this effort can be secured by using the persuasion and goodwill rather than the law. But if all our efforts to proceed by gentle methods of persuasion fail to secure at least 70 per cent enrolment within a reasonable period of time, say 3 or 4 years, compulsion in some form will have to be used.

9. We suggest a rough outline of what we feel should be the agency or machinery to be used for an effective drive to bring an increasing number of children to schools;

(1) This drive should obviously commence with exhortations by the leaders; the press, the radio and the platform should all be fully utilized.

(2) All Government and semi-Government departments should be advised to participate in this drive, not as a sporadic effort, but as a regular and sustained programme. In

this connexion, the services of the Revenue Department will be productive of good results. In the set-up envisaged by the Modified Scheme the role of the Government officials of all ranks and in all departments which come in any way into contact with the villagers, will be very important. But the anticipated good results will not accrue unless specific instructions are given and periodical reports of such activities are obtained and reviewed.

(3) The teachers are, no doubt, the chief agents for this drive. The Inspecting officers of the Education department will have to work hard and take every opportunity to meet teachers and parents and induce them to help in the drive. The higher educational officers must devote special attention to this work. Constant consultations with their subordinates and teachers will have to be held to assess the results and to energise the process constantly.

(4) The help of older boys and girls in schools should be utilized in this drive. In this connexion we invite attention to a special note prepared by the Chairman of this Committee about what is called the Madras System under which the assistance of the older pupils was utilized (*vide Appendix No. 4*).

(5) This drive will not result in complete success unless the villagers themselves are roused to a desire to send their children to school. In the case of poorer parents the offer of school requisites such as books, slates, etc., will be one of the most effective inducements to get their children into the schools. Whatever efforts may be put forward by officials and teachers, this necessary enthusiasm of the villagers will not be adequately available unless we can get leading men in the village itself to undertake this mission. There is no reason to suppose that, if properly approached, one or more such persons will not be available in many villages. Every effort should be made to find them and utilize their help.

Some alternative arrangement will become necessary only in places where persons able to render such active help are not available.

10. The Deputy Inspectors are the officers of the Education department, directly in touch with elementary schools. The bulk of the extra attention on the part of the departmental officers that we have suggested will naturally fall on them. It is understood that at the present time each Deputy Inspector has, on an average, about 60 elementary schools to attend to. If they are to secure effectively all the benefits expected from the Modified Scheme, it is necessary to reduce the number of schools assigned to each Deputy Inspector. This will involve an increase in the number of Deputy Inspectors. Some at any rate of these additional officers may be chosen for their special capacity to assist in the drive. Young men fresh from colleges may be expected to have special enthusiasm for work of this type; if there is fair chance of securing the services of such persons, by offering temporary appointments on a reasonable salary, the attempt is worth making.

11. While it is expected that there will be a number of persons, officials as well as non-officials, willing to help in this national work in a spirit of disinterested service, it is a matter for consideration whether it would not be appropriate to give certificates or other tokens of recognition for meritorious work done in this field.

12. It is impossible to enumerate exhaustively all the measures that could be adopted to bring in a very large number of school-age children. One thing is clear: unless a new atmosphere highly favourable to increased enrolment is created without delay, the object of the Modified Scheme to increase the enrolment will not be achieved. We have come across evidence to show that critics of the scheme are generally enthusiastic about the part of the scheme which relates

to increased enrolment and they are even prepared to welcome the scheme as a whole if substantial progress is shown in a year or two in the matter of increased enrolment. We, therefore, strongly recommend that Government should bring into operation, immediately, all their resources to launch a big and sustained drive for increased school enrolment.

13. *Wastage and stagnation.*—More increased enrolment, however high it may be, will not be of much use in achieving the objective of rapidly expanding facilities for elementary education among the people. Every child enrolled in the first standard must be made to go up to the second and then to the successive higher standards. But the characteristics of our Indian Educational System, for years past, has been that many of the children admitted to the first standard drop out and leave the school for good from the first standard. Again, the same is true in the second and the third standards also. This premature withdrawal of a child from school before he attains permanent literacy is called 'wastage'. We may point out that this premature withdrawal between the first and the fourth standards for the whole of India is 50 per cent. [See pages 55-58 of *Compulsory Education in India, 1952*—UNESCO.] According to some investigators, nearly 60 per cent of wastage cases are due to economic reasons (*ibid*, page 56). If that be so, our three-hour schooling will help to lessen wastage to an appreciable extent. This hope receives support in the following extract from "*Compulsory Education in India—UNESCO*"—(page 57):—

"A more practical and possibly somewhat novel, reform would, therefore, be to adopt a system of part-time instruction . . . . The school, therefore, tries to adjust itself to the conditions of child labour and all children who have to work for their livelihood are given part-time instruction for such hours on each day and for such days in the year as suit the kind of labour they are required to do."

The problem of wastage deserves immediate and intensive scientific study. It is bound to vary in several aspects, from locality to locality. We, therefore, strongly urge the Educational Department of the Madras State to take up investigation of this most urgent problem and devise suitable means to solve it as early as possible.

14. 'Stagnation' is another evil which eats into the vitals of the Indian Educational System on a fairly large scale throughout its range, but the extent of its prevalence in the primary stage is what we are concerned with here. Stagnation means the retention of a child in a class for a period of more than one year. In other words, it relates to annual examinations and consequent promotions of pupils from grade to grade. Although this evil is formidable in Indian schools, no State in India except Bombay has tried to give statistical information about this evil. Bombay's Annual Educational Reports give figures of pupils on roll on the day of the examination and those of pupils who are promoted to the higher standard. The average percentage of stagnation for the course of four years in 1951 in Bombay was about 35 and that from first to second standard was about 50.

15. It appears from sample figures taken from a few ranges in the Madras State, that the percentage of stagnation in the first standard of the elementary school is about 35, although percentages in the ranges taken as samples vary from 58 to 7. So far as stagnation is concerned, Madras compares very favourably with other States. This may be due, among other things, to a very high percentage (95) of trained teachers in the elementary schools. This privilege of having almost cent per cent trained teachers in its elementary schools, which Madras has enjoyed for several years, supplies strong ground for the hope that so far as the quality of teaching is concerned it will continue to maintain a high level.

16. While we are on this problem of stagnation, involving the detention of nearly half the elementary school children in India, we wish to reproduce an extract from the Monroe Commission Report (1925) on the Philippines Education System. The Commission found that about 35 per cent of the elementary grade children were annually detained in the Philippines schools. The Commission wrote (Report, page 216)—

“ Can this administrative situation be condoned? It is the unqualified judgment of the Commission that it cannot. That an adequate defence can be found for any school system that fails more than 10 per cent of its pupils is extremely in doubtful.”

17. ‘ Wastage ’ is a school phenomenon beyond the control of the Educational Department to a large extent. But stagnation can be controlled by the Educational Department, if it gets a good grasp of the situation through proper investigation. We, therefore, strongly recommend that the Madras Education Department should undertake a detailed and scientific study of the problem of stagnation along with that of wastage without any loss of time. If those two evils are properly investigated and suitable measures are adopted to combat them, the objective of the Modified Scheme will be largely realized. Merely bringing more children to school without promoting them from standard to standard and thus making them stay in the school for a sufficiently long period, will be of no use. If this is not done, it will result in a considerable waste of money without doing much real good to the young children. The Director and his colleagues must vigilantly keep an eye on these problems and take the right measures at the right time to combat these evils. This is a warning which must be given in time, in order to avoid disappointment.

18. According to the departmental rules children are ordinarily admitted into school twice a year, once at the



commencement of the school-year and again after the mid-term holidays. We suggest that the drive for enrolment be started immediately and to make it effective enrolment of pupils be made without any restriction of time throughout this year as a special case so as to reach the target of five lakhs of additional enrolment by July 1954. If this is done, the stagnation index may go higher than it is at present, because the children admitted late in the year may not have sufficient time to finish their usual course. Even here, the Director and his colleagues should not fail to devise suitable measures to reduce stagnation. Pupils admitted in the latter half of this academic year may be given some special facilities to complete their course this year while care is taken to bring them up to the requisite standard of attainment in the next higher class in the next year. We are constrained to suggest this special treatment, as we want to avoid the pit-falls of a drive for enrolment at this late period of the school year. If no such drive is undertaken immediately, the whole year will pass without increased enrolment and that will prove harmful to the ultimate success of the Modified Scheme.

19. Before leaving this problem of stagnation, we would suggest that if the stagnation percentage does not decrease, the Educational authorities should institute a detailed enquiry and, if necessary, modify the curricula. What is being prescribed to-day is after all, not an absolute standard. If it is found necessary to modify it, no one should hesitate for a moment to do so. The aim should always be that no undue detentions are made because of any curricular difficulties. Failures must be reduced to the minimum and this must be achieved by all the means at our disposal. The motto should be "one-year one-standard."

20. In addition to the immediate departmental investigation of the two problems, stagnation and wastage, we recommend the setting up of a separate agency for investigation and research. The administrative aspects of Indian education have hardly been subjected to any systematic

investigation or research. This was probably due to the fact that in England such kind of work was not seriously undertaken till about the twenties of this century. From that time onwards, there has been a considerable advance in England in that field and now financial provision has been made under the 1944 Act to help local Educational authorities to undertake research in the field of Education. The United States of America have been in this field for a much longer time. It is high time that we should undertake investigations on a scientific basis of certain problems which are facing us in India, in our administration of education, particularly on its elementary side. To cite a few examples: wastage, stagnation, lapse into illiteracy, non-attendance or irregular attendance of school-age children, compulsion procedure, one-teacher schools, large or small classes and their effect on attainments of pupils, suitable age for admission to schools, curricula and their adjustment to suit needs, poverty and its relation to non-attending children. These are problems facing us in our school administration, although few attempts to tackle them through scientific investigations have been made so far. In the working of the Modified Scheme, the number of administrative difficulties will be even greater. Many new problems will have to be solved. A systematic recording of the progress of the new plan will have to be maintained and interpreted; experiences will have to be pooled. All such work must be ultimately collated and investigated by persons specially trained for that purpose or officers of the Education Department specially released from routine work.

21. We, therefore, recommend that, to begin with, a small section specifically devoted to investigations and research be attached to the office of the Director of Public Instruction under an officer with a small staff. This section may also be entrusted with the task long overdue of improving the methods of collecting statistics. The establishment of such a section need not be postponed for fear of

large extra expenditure. It is possible to get such work done at a moderate cost.

22. It will also be desirable to set up a small educational Research Bureau under independent auspices like the University to study the problems mentioned above more scientifically and extensively and to provide advice to the Education Department in regard to this matter from time to time. For this purpose, adequate grant should be provided by Government

23. *Teachers.*—The part to be played by the teachers in the implementation of the Modified Scheme is very considerable; on them will depend the success of this or any other school programme. We have already examined the extent to which Modified Scheme affects teachers; we have noted that in certain respects they are subjected to strain and in other ways they may have relief. But on the whole there is some additional strain. We do not wish to suggest that teachers should be paid according to the strain or the number of hours for which they work. There is no doubt that teachers of every grade should be paid higher salaries than at present; but the amount to be paid is always limited by the capacity of the State to pay. No useful purpose will be served by our suggesting what exactly should be the pay of an elementary school teacher; this is a matter related to the general level of salaries in the State and the finance of Government; these will have to be examined before an opinion can be expressed in the matter.

24. Another point that we wish to refer to is that teachers with a higher qualification, such as secondary training, should not get a lower pay if they are working in an elementary school. Every encouragement should be given to persons with these higher qualifications to serve in elementary schools. At least one secondary trained teacher should be permitted to serve in an elementary school with the same salary that he would be getting if he were serving in a secondary school. This will help to improve the quality of elementary schools.

25. We are happy to note that Government have given special facilities for the education of the children of teachers. An effort should also be made to improve the amenities available for them. Among others, we would strongly recommend the provision of housing facilities in smaller and out-of-the-way villages for the teachers who go there from outside. In the absence of such amenities, it will be difficult to get teachers to work in small villages where most of the new schools will have to be located.

26. Before we pass on from the question of the emoluments and amenities for teachers, we must refer to a point to which our attention was drawn. It was stated by witnesses that some years ago teachers in aided schools were led to expect that their managers would pay them Rs. 3 more per month. But in most cases they were disappointed and it has left a grievance in the minds of teachers. It is our considered opinion that an appropriate increment in the salary of teachers without any delay is one of the essential pre-requisites for rousing and maintaining their enthusiasm and devotion in the present work. Our recommendation is that, within the limits of finance, the best that is possible should be done for the teachers.

27. We now take up the further explanation of our proposal to increase the teacher-pupil ratio. We have already explained the need for this increase. A plan by which we shall have to incur almost double the present expenditure to bring into our schools double the number of pupils will not be of any practical value. We must, therefore, get more pupils per teacher. This will naturally minimise one of the immediate benefits expected from the Modified Scheme, namely, that each teacher would have fewer pupils than before and could give them more personal attention; but in the light of what we have stated elsewhere, this cannot be helped.

28. In dealing with the question of the number of pupils which every teacher must have, we have to consider separately

schools run by local bodies and those under aided management. The local bodies, at the present time, appoint one teacher for every 35 pupils on the roll; the local bodies should be required immediately to assign one teacher to sixty pupils on the roll; when this number is divided into two batches, a teacher will have thirty pupils at a time. The teachers who will become surplus under this arrangement should be sent to man new schools to be opened in school-less centres; there will thus be more schools without any great additional expenditure.

29. It is of the utmost importance that schools should be opened in school-less centres. It will be necessary to survey the existing facilities and, if necessary, to bring about some readjustment in the location of schools in order to bring the school nearer to the child. Superfluous schools in certain localities will have to be relocated. The following is the number of school-less centres :—

With a population of over 2,000 ...	...	272
With a population of 1,000—2,000 ...	...	1,114
With a population of 500—1,000 ...	...	2,500

It may be pointed out that, as far back as 1924–25, the Education Department of Madras made a survey of school facilities on a province-wide scale. The report was the first of its kind in India. The school-less centres then (1924–25) were 4,036. Now (1950) there are about 3,976 school-less centres. The number of school-less centres has not been appreciably diminished, because it appears, such centres are coming into being every year owing to the shifting of and the natural increase in population. It may also be that the definition of a school-less centre in 1924 is different from what it is now. But a special effort will have to be made to reduce the number of school-less centres to as low a figure as possible.

30. It may be found necessary to open single-teacher schools at several places, where the population is small. Although the departmental policy is not to encourage single-teacher schools, nevertheless, because of the necessity to open

schools in comparatively smaller units of population, there seems to be no other alternative. However, as a compensating factor, owing to half-day schooling, the number of pupils to be taught in one session will be smaller.

31. Privately-managed schools aided by Government occupy a very important place in this State. In numbers they are about half and the pupils in the schools also are more or less in the same proportion. While the schools are under private management, the unique feature is that almost the whole of the expenditure is met by Government. The grant payable to these schools is equivalent to the full salary of teachers plus a maintenance allowance calculated at 15 per cent of this amount. The burden undertaken by Government is commendable, but it is necessary to see that a full return is obtained for this large expenditure from State funds. At the present time one teacher is allowed for every 20 pupils attending an aided school. In the new order of things envisaged by the Modified Scheme where a teacher is expected to teach about 60 pupils on rolls in both sessions, this small teacher-pupil ratio should not be allowed to continue.

32. We have devoted a great deal of thought as to how this can be done without undue hardship while reaching the goal. Government have very wisely stated that teachers who were in the employment of aided schools in June 1953 will not be retrenched because of the Modified Scheme. But this position cannot continue indefinitely. By progressive stages we must require these schools to justify the continuance of the teachers who were in employment in June 1953. A general programme that we suggest is that these schools should show by June 1954 that they have in both the sessions together 30 pupils attending per teacher, by June 1955, 40 pupils and by June 1956, 50 pupils. Fifty pupils attending will be roughly the same as 60 on rolls which we have suggested for local body school.

33. But the temporary concessions involving progressive rise of pupils in attendance per teacher indicated above will

not apply either to new schools or to old schools which wish to add to the number of teachers who were in employment in June 1953. In these cases it must be shown that there are 50 pupils attending for both the sessions together for every teacher. If as a result of the application of this rule, some teachers become surplus at each of these three annual stages mentioned in the last paragraph, every effort should be made to find them employment in local body schools.

34. If the above recommendations are accepted, it will be necessary to examine carefully how many new teachers would be required to be trained annually for the next few years. Admissions to training schools should be regulated from now on in the light of such an examination.

35. *Modified Scheme in towns.*—We note from the Guide Book (page 25) that Government propose to extend the Modified Scheme to the municipal areas next year, i.e., in June 1954. We consider such extension to be very desirable. In Travancore and Bombay where the shift system is in operation, no distinction has been made between towns and villages. If the scheme is to be extended to municipal areas in June 1954, it is time to take up for examination the special problems relating to those areas. As the existing enrolment of pupils there is already higher than in rural areas, there is not likely to be any great increase in enrolment. With the introduction of the shift system in towns many teachers are likely to be surplus even if more children are enrolled; for a long time to come, therefore, such teachers will be available for any kind of extra work that they may be required to do. Except in schools which are already overcrowded class-rooms also will be available for extra-curricular activities. Since there can be no agricultural activities and the conditions under which craftsmen and tradesmen work in municipal areas are different from those in rural areas, it is necessary to devote special thoughts to the out-of-school programme. It may be noted that while discussing the question of additional

enrolment of pupils during the next three years we have assumed that the Modified Scheme will come into operation in municipal areas also.

## Chapter V.

### THE OUT-OF-SCHOOL PROGRAMME.

1. The outstanding difference between the Modified Scheme and the shift system is that under the former an attempt is made to give shape and purpose to the activities of children in the out-of-school-hours. This is unique and the attempt, if successful, will lead to far-reaching consequences. We therefore wish to deal with the out-of-school programme in detail.

2. We have tried to understand what the sponsors of the scheme intend to achieve through the out-of-school programme. The intentions and aims may be summarised as follows :—

(1) The out-of-school programme is as integral a part of the education of children as their studies inside the class room, and, therefore, it should be organized in such a manner as to help in completing the physical, emotional, intellectual and moral development of the child;

(2) since the studies in the class room will largely relate to academic subjects, provision for the physical and emotional development of the child are better found in the out-of-school programme of various activities;

(3) such provision will be most fruitful when the child is brought into close association with various useful and productive activities of the community in which he lives and grows, thus learning to appreciate the dignity of bodily labour;

(4) such a programme in practice will take the form of observation, progressive participation and understanding of the various activities relating to agriculture, kitchen gardening, handicrafts, sanitation, games, play and cultural and recreational activities and thus;



(5) a fuller correlation between the growing child and the community on the one hand and between the school and community on the other, will be achieved.

3. We have now to consider how far the above aims can be realized by and through the Modified Scheme. The aims are undoubtedly good and if and when attained will certainly bring a better and fuller education to a much larger number of children. The question is whether the Modified Scheme contains concrete proposals and programmes which are capable of achieving the aims stated above. It is no exaggeration to say that upon the answer to this question will depend to an important extent the case for or against the Modified Scheme. It is in this light that we have made the following study, not only of the aims but of the methods of work as generally contemplated in the Modified Scheme.

4. The out-of-school programme as indicated in the Modified Scheme may be undertaken by a study of the following extracts from the Guide Book, pages 8, 9 and 10 and paragraphs 13, 14, 15, 22 and 23 :—

“ (13) In the out-of-school hours, what is aimed at is not so much substantial participation in the occupations to begin with as enabling children to understand and appreciate various types of useful and productive work going on around them and thus to develop in them a healthy outlook towards body-labour. It is not only what are called handicrafts but any kind of body-work within the capacity of the children concerned, which may be brought into the programme.

(14) For the children of Standards I to III the body activities will be largely play, observation and satisfaction of curiosity in regard to what they observe and even in the case of the children of Standards IV and V, they will be encouraged to participate slowly, steadily, and increasingly in the various types of productive or useful work in the village.

(15) There need be no rigidity about the time-table for the out-of-school programme. A degree of fluidity will necessarily prevail in this regard. The younger children are not obliged to be at any particular place for any fixed number of hours. In the case of the older children, they may be encouraged to remain longer at selected places. But even for these the hours may be kept fairly flexible.

(22) The most important element in the scheme of shortened school-hours is that parents who belong to occupational groups and wish to have their children with them during the out-of-school hours will be allowed to do so. But there is no compulsion that all children belonging to a particular occupational group should necessarily be trained in that occupation. Freedom is fully allowed to parents in selecting the work.

(23) The first step is to allow parents and elders to have their children back during the out-of-school hours for such help as the children can give in the homes. This will absorb a good percentage of children. The second step is to divide children into small groups and direct them to such centres in the villages where some craftsmen are at work. This will absorb some percentage of the remaining children. The third step is to arrange that children go into the easier and simpler activities associated with agriculture. This will absorb many more children. The next step will be to arrange easy projects of kitchen-gardening, home, school and village sanitation, etc. And finally where conditions demand it, any suitable programme of bodily work may be arranged for in the school or its grounds. It is not expected that there can be any considerable number of children who will be left out after all the above steps are taken to absorb them in some useful work or other".

5. It is good that it is emphasised that for the smaller children in Standards I and II the out-of-school programme will consist largely of play and observation and that there will be the necessary fluidity in regard to the time-table of this programme for all the children including those in the

higher standards. It may be made clear that all the five years need not necessarily be spent by a pupil in learning the same craft. We, however, feel that the educative value of the out-of-school programme will be considerably reduced if children are not induced to apply their minds to the craft they take up, and would emphasise this aspect rather than the recognition of the liberty for the child to shift from craft to craft. Kitchen-gardening and participation in the easier but essential purposes of agriculture are such-wide-spread and basically useful activities that these by themselves can ensure a good measure of success for the programme. Sanitation also is an equally important programme which can be adopted almost everywhere. Easy projects of sanitation in and around the school and in the villages will be valuable training in the cultivation of a sanitation-sense in growing children. We note that the practicability of the programme is based on the large variety of activities which are sought to be included in it.

6. It is necessary to analyse the various steps suggested for the training of children in bodily and productive work. It is made clear that such training is intended more for the children in grades III, IV and V. Parents are generally classified under two heads, i.e., occupational groups and non-occupational groups. From the data \* given to us it is clear that the majority of parents in the rural areas belong to occupational groups. Even among the parents belonging to this group, there are two categories, i.e., those who wish to keep their children with them during the out-of-school hours and those who do not, but would like their children to be given training in some work or craft other than their own. It is obvious that no special arrangements need be made for the children of parents of the occupational groups who wish to have their children with them; but for children of parents of the occupational groups who do not wish to have their children

---

* Number of boys of occupational classes	..	..	1,954,894
Number of boys of non-occupational classes	..	..	274,662

with them and children of parents of non-occupational groups. items of easy, useful and pleasant work will have to be found. We understand that the children of parents of the occupational groups constitute the largest number since the majority of such parents are engaged in agriculture in some way or other. For the rest of the children the Modified Scheme lays down kitchen gardening and sanitation as the next large alternatives. It is quite possible to keep the majority of the children engaged in this manner. A large number of the remaining children are to be divided into small batches and taken to various craftsmen in the village who may be persuaded to offer their co-operation. It may safely be presumed that there are still large numbers of various craftsmen in many villages, but in the case of schools without facilities for agricultural or craft work near enough to them, as for instance, in certain industrial areas outside the municipal limits where most adults go to work in factories the Modified Scheme clearly lays down that some craft or manual training can be arranged in the school itself.

7. We do not, however, consider that it will be easy under the existing conditions in rural areas to make all the arrangements necessary to implement such a many-sided programme of activities. The out-of-school programme is more varied than the programme inside the school; whereas the programme inside the school is well taken care of in the traditional and well-established style by full-time, trained and paid teachers, the big programme outside is largely left to take care of itself. There is of course the provision made for village school councils and we understand they have been set up in many places. Experience, however, has shown that village committees of various sorts do not generally function satisfactorily. The sense of citizenship is not yet developed enough for the community to take charge of the out-of-school programme and to make it yield the benefits visualized by the sponsors of the scheme. Even where there are enough village craftsmen it is not known how many of them will co-operate in a sustained manner. To express such doubts is

not to mistrust or under-estimate the capacity or character of the people in general or of the craftsmen. We must, however, reckon with the hard fact that the people are generally indifferent and the craftsmen poor and uneducated. We are therefore convinced that suitable arrangements will have to be made to organize and take care of the out-of-school programme. It is not that we think that the village community will do nothing to help. Village elders, craftsmen and public-spirited youth may all help up to a point and it would be wise and proper that we should call forth and avail ourselves of the maximum local co-operation obtainable.

8. We have suggested elsewhere (Chapter IV, paragraph 9) how certain definite arrangements should be made to accomplish enrolment of increasing number of children from year to year. These arrangements should also be pressed into service for the out-of-school programme. They contain proposals for the full co-operation of officials and non-officials in the work. We stated towards the close of the suggestions relating to these arrangements that "some alternative arrangements will become necessary only in places where persons who will render such active help are not available." A provision of this kind will be even more needed in the case of the supervision of the varied out-of-school programme. At least one full or even part-time worker will be needed in each village or group of villages to look after and to help in organizing this programme. We must try to get at least one such active helper from the village itself on an honorary or paid basis. But where even this is not possible, one of the teachers should be relieved from class teaching day to day or week to week, by rotation to do this work. It should not be difficult to arrange for this for sometime at least. We are in any case firmly convinced that there should be some one able and willing to take responsibility in regard to the out-of-school programme. We hope that our suggestion will be taken up and implemented by Government without delay, as without some one in every village or group of villages taking up responsi-

bility as pointed out above, it will not be possible to make a success of the programme.

9. The question of securing the active and sustained co-operation of an adequate number of craftsmen has also to be considered carefully. The arrangement proposed in the Modified Scheme is that small batches of children will go to various craftsmen where they are actually working to observe and to progressively learn the crafts. We agree that it is good that children should learn crafts from the traditional craftsmen in the natural social setting in which the crafts are carried on. We note that the Mysore Educational Reform Committee (1953) approves of the idea of utilizing the services of workmen in crafts in the following words : " Whenever experienced workmen in crafts are available, their services may be employed for teaching the craft to the pupils. There are craftsmen and workmen who may be illiterate but yet can teach the pupils, out of their abundant experience and skill. This is the well-known method of apprenticeship education in vogue in every country ". (Page 77.)

10. It will be financially a very difficult, if not an impossible proposition, to provide for the teaching of a variety of crafts in the school itself. It will mean more space and equipment and salaries for a number of craft teachers. There is also the positive value that children who go to craftsmen will also understand something of the daily life of their craft teachers and the various difficulties and problems with which they are assailed to-day. It will be not only crafts-study but practical social study also. But the question still remains whether without some suitable help or inducement, craftsmen will be able to give the time and effort needed to make the programme a success. We are certain that craftsmen will have to be given some suitable material help if the programme is to succeed.

11. There is yet another difficulty. We find this has been widely noticed by critics of the Modified Scheme.

Village craftsmen even while they have acquired high skills in their work are often uninstructed in scientific methods of work. They have also had no training in handling the children who come to them from the school. The children may ask all kinds of questions and the craftsmen may not know how to answer them. They may not be able to keep even simple records of attendance of work. We consider it very necessary to give craftsmen who come into the scheme good training in regard to the above matters. The development departments of the Government could be asked to organize short courses to give craftsmen training in scientific methods of work. Both these things must be done and it will not be difficult to do them. This will be a new type of adult education for craftsmen in the rural areas; arrangements should be made as early as possible to do this. Craftsmen should on all suitable and special occasions be invited to come to the school and understand something of school work. Such visiting craftsmen should be received with respect by the headmaster and the teachers and what is going on inside the school should be explained to them patiently and clearly.

12. The co-operation of the craftsmen will become fruitful only if they are given some training, some financial or material aid and more respect than they get now from all concerned. But if all these conditions are complied with, the result will be a double gain. The children will slowly learn useful crafts in their natural social setting and thus come closer to the life of the community. As they increasingly understand the place of craftsmen in the community and their value as producers in national economy, they are likely to develop a real love for what is produced in the village itself by village people. They will thus grow up in the true spirit of *Swadeshi*. The second and equally important result will be the revival of many village industries on the widest scale possible and thus a little more prosperity at least to the craftsmen.

13. Before concluding this chapter we wish to go back to some further consideration of the place of the children and the community in the out-of-school programme and to make a few concrete suggestions thereon :—

(1) It must be stressed that the list of the activities suggested for the out-of-school programme in the " Guide Book " should be considered as rather illustrative than exhaustive. There will be other activities that may be added in view of varying situations and circumstances. One or two examples may be given here. Tree-planting, wherever possible, near schools and homes and in the village and taking care of the trees so planted, will give children training in responsibility and continued application. The care of domestic animals of all sorts will be another useful item. Another item may well be that children are encouraged to study the extent of cultivable and waste land in the village, how such land is owned and utilized by different families, the different kinds of trees and crops that grow in and around the village and the facilities available for irrigation, manuring, etc. The idea is that children may become land-tree-crop minded.

(2) It would be necessary to divide the children into junior and senior groups, according to age and irrespective of the standards in which they study, for the out-of-school programme. For the junior group we suggest organization of play, collective games and suitable excursions in and outside the village. This will necessitate the provision of playgrounds in all the schools. This may often be done by arranging that any open space in the village of sufficient size is made available to the school by negotiation with the local people concerned.

(3) Scouting on as wide a scale as possible for both boys and girls should be taken up.



(4) A programme similar to that of the Junior Red Cross consisting of health, sanitation and service projects suited to children may also be carefully planned and organized.

(5) In regard to girls, it is stated in the Modified Scheme that they will be generally expected to join their mothers and sisters and take part in the various items of what is called home-craft. This is good enough as far as it goes. We think, however, that something more will have to be done. There is a demand for needle work for girls everywhere, and even under the old scheme this was provided for. We are glad that the " Guide Book " has made it clear that " parents who wish their girls to learn any craft or other work in the village along with boys or separately may be allowed the opportunity." There are certain useful home crafts which are fast disappearing but are still known to elderly women of this generation, such as pickling, preserving of food-stuffs and the making of *appalams*, *vattal* and *vadams*, etc., which the elderly women might teach the school girls. Such work is always done in the homes and the school girls may have to be sent to different houses on different occasions. One or two of the older girls in the school can take the other girls out to learn these things.

(6) Twice a month all the children should go round visiting farms, kitchen gardens, plantations, workshops, etc., in the village. This should be a tour of joy for the children. The teachers should accompany them. Part of the day should be given to games and recreational activities. These days should be included within the total number of working days, i.e., 220. Thus the children in both the sessions and the teachers will all come together twice a month.

(7) Cultural and recreational activities must be given their full importance. Children are often very good actors. Cultural and recreational programmes should be such that while the children get the opportunity to develop various

talents, the elders would also get real enjoyment and benefit from them. These activities will thus bring children and adults together in common programmes of enjoyment and instruction. Reports of all such activities should be recorded, collected and made use of to strengthen cultural programmes.

(8) While it may be true that the village school councils do not come up to expectations, nevertheless, every effort must be made to make them real consultative and advisory bodies. Inspecting officers should meet the members and discuss with them problems and difficulties and programmes of work. The out-of-school programme particularly must be organized in consultation with the village school council.

14. Our final thoughts on the out-of-school programme are that it is a good programme, that it adds a unique feature to the shift system but equally that it requires greater care than is contemplated in the Modified Scheme. The best of intentions may prove illusory unless the programme is worked with care and thoroughness. The idea that the community must take its full share in conducting education by making the out-of-school programme its own is a sound one. But conditions must be created for the community to step in and to fulfil the idea.

## Chapter VI.

### RECOMMENDATIONS.

Our recommendations are in relation to the three special features of the Modified Scheme, i.e., shortened school-hours, the two daily sessions and the out-of-school programme and also in regard to certain general matters closely affecting the scheme. Most of these recommendations will be found interspersed in the earlier parts of this report.



In this chapter we have tried to bring these recommendations together, arranging them in a suitable manner—

(1) In view of the fact that the existing curriculum for elementary schools was brought into effect nearly fifteen years ago and changes have taken place since then in educational theory and practice and also in view of the attempt to provide universal elementary education through the Modified Scheme, it has become necessary to revise the curriculum without delay. Government should, therefore, take early steps to draw up a revised curriculum for elementary schools. [Chapter I, paragraphs 8 and 9(4).]

(2) As the splitting of the school into two separate batches coming at different times to the school does not provide any opportunity for all the children and teachers in a school to come together, two full days at least every month should be set apart for the whole school to organize common programmes of games, cultural and recreational activities, etc. This will help in establishing the unity of school life in the minds of the children, the teachers and the community. [Chapter V, paragraph 13 (6).]

(3) Suitable arrangements may be made, if needed, to enable teachers to take difficult subjects in the morning and easier subjects in the afternoon sessions so that the same lessons need not be repeated in the two sessions in the same day but on different days. (Chapter III, paragraph 4.)

(4) The alternation of sessions may, where necessary, be permitted on a weekly basis instead of on a day-to-day basis. We understand this permission has been given to schools that applied for it. We would add that fortnight or monthly alternations should not be encouraged. But in special seasons like planting or harvesting even seasonal holidays may be given provided the total number of working days is maintained. Similarly in special cases there must be flexibility in school hours for children who have to work at fixed hours in the day to earn something or to help in the family work. (Chapter IV, paragraph 13.)

(5) Where necessary shandy days may be permitted to be off-days provided again the total number of prescribed working days remain unaltered.

(6) The application of the Modified Scheme should be extended as early as possible to the elementary schools in the municipal areas also. (Chapter IV, paragraph 35.)

(7) Since the Modified Scheme contains several points requiring careful study, a systematic attempt should be made to enable all elementary school teachers to have a full grasp of the objectives and programmes of study and work as laid down in the scheme. The monthly meetings of teachers as now conducted should be fully utilized for this purpose under the active supervision of the Deputy Inspectors. It would be good to test periodically the teachers on all the implications of the Modified Scheme.

(8) Government should help in creating an agency for securing the maximum non-official and official co-operation in making the public understand the various implications of the Modified Scheme and thus secure general public support for what is bound to be a fairly long range programme of educational reconstruction.

(9) At least one teacher in every school should be trained in Scouting and Junior Red Cross work to enable him to help in organizing suitable and useful programmes for the out-of-school hours. The school can thus be a centre for first aid, supplying simple medicines for minor ailments to the villagers through the pupils. [Chapter V, paragraph 13 (3) and (4).]

(10) The number of pupils on the roll per teacher in schools under local boards should be increased immediately from 35 pupils on the roll per teacher to 60 on an average so that when pupils are divided into two batches a teacher will have 30 on the roll at a time. In the case of aided schools where at present one teacher is allowed for every 20 attending pupils, the rule must be amended to increase

the number to 30 attending pupils per teacher for both sessions taken together by June 1954 and this number should be increased to 40 and 50 attending pupils for both sessions by June 1955 and June 1956, respectively. If by this arrangement some teachers become surplus in aided schools, employment should be found for them in the local board schools (Chapter IV, paragraphs 28 and 32).

(11) Teachers with higher qualifications, such as secondary training, should get in an elementary school the same pay as they would get in a secondary school (Chapter IV, paragraph 24).

(12) In smaller and out-of-the-way villages some suitable provision should be made to provide housing accommodation for teachers who come from outside (Chapter IV, paragraph 25).

(13) It is our considered opinion that an appropriate increment in the salary of teachers without any delay is one of the essential pre-requisites for rousing and sustaining their enthusiasm and devotion in the present work. Our recommendation is that within the limits of finance, the best that is possible should be done for the teachers (Chapter IV, paragraph 26).

(14) Since the Modified Scheme would, for some years to come, make the work of supervision and inspection more arduous than now, it will be necessary to increase the number of Deputy Inspectors in such a way that each Deputy Inspector is in charge of not more than forty schools (Chapter IV, paragraph 10).

(15) Increased enrolment of children being one of the main objectives of the Modified Scheme, Government should take the necessary steps to co-ordinate all the resources of official and non-official agencies to conduct a systematic and sustained campaign for this purpose. Every effort should be made to reach the targets we have set for this work, viz.,

enrolment of an additional 5 lakhs, 8 lakhs and 12 lakhs children by the end of June 1954, 1955 and 1956, respectively (Chapter IV, paragraphs 3 and 9).

(16) One full-time or at least part-time worker on an honorary or paid basis should be appointed in each village or for a suitable group of villages to be actively responsible for the organization of the out-of-school programme with the maximum local co-operation and for securing the increased enrolment of children within his jurisdiction (Chapter V, paragraph 8).

(17) A scheme for training craftsmen to receive and to look after the instruction of children in various crafts in their own workshops should be drawn up and implemented as soon as possible. Craftsmen should be put through short courses of training in doing their work scientifically (Chapter V, paragraph 11).

(18) Some material remuneration wherever necessary should be given to craftsmen who actively co-operate in working the scheme so that they may be compensated for the time and effort they give (Chapter V, paragraph 10).

(19) A small amount should be made available to the headmasters of schools in connexion with the sundry expenses for the out-of-school programme.

(20) It is necessary for the expansion of elementary education on a planned basis to survey the whole State so as to determine the location of new schools and readjust the location of some of the existing schools so as to secure as far as possible, that every school-age child has a school within a reasonable distance (Chapter IV, paragraph 29).

(21) It is of the utmost importance that schools should be opened in school-less centres which are approximately 4,000 in number. (Chapter IV, paragraph 29.)

(22) It is recommended that a small section specifically devoted to investigations and research be attached to the Office of the Director of Public Instruction under a separate officer. It will also be desirable to set up a small Eduactional Research Bureau under independent auspices like the University, to study the problems mentioned above more scientifically and extensively and to render advice to the department in regard to this matter from time to time. For this purpose, an adequate grant should be provided by Government. (Chapter IV, paragraph 20).

(Signed) R. V. PARULEKAR,  
*Chairman.*

( ,, ) B. B. DFY,  
*Member.*

( ,, ) M. MUJEEB,  
*Member.*

( ,, ) S. GOVINDARAJULU,  
*Member-Secretary.*

### Appendix No. 1.

#### (A) PERSONS FROM WHOM WRITTEN MEMORANDA WERE RECEIVED.

- 1 Dr. K. N. Kini, 13-C/113, M. Venkatappa Chetty Street, Shevapet, Salem.
- 2 Sri Natesa Mudaliar, Secretary, Aided Elementary Schools Managers' Association, Madras State.
- 3 Sri W. R. Balasundara Mudaliar, Vice-Chairman, Madras Provincial Welfare Fund, Wandiwash.
- 4 Sri B. M. Ganapathi, Secretary, the Thiruchendur Taluk Aided Elementary School Teachers' Union, Kulasekhara-patnam P.O.
- 5 Sri M. Narasimhamurty, Vakil, Secretary, Sanskrit Patasala Committee, Rajahmundry.
- 6 Sri M. S. Srinivasan, President, Madras City Elementary School Teachers' Union, Madras.
- 7 Sri N. Kuppaswami Aiyangar, M.A., L.T., Aided Higher Elementary School, Vaduvur (Tanjore district).
- 8 Christian Educational Council of South India, Meston Training College, Royapetta.
- 9 Sri V. Thiruvengkatacharya, M.A., L.T., 13, Musa Sait street, Tyagarayanagar.
- 10 Sri M. Nagasubrahmanya Ayyar, Manager, C.S.K. Sri Vidya Patasala, Papanasam.
- 11 The Archbishop of Madras.
- 12 Sri S. V. Aiyar, B.A., B.L., Correspondent, Dr. Mangalam's Free Higher Elementary School, Mangalapuri, Kattupakkam.
- 13 Sri M. Venkatacharyulu, Manager, Aided Higher Elementary School, Korukonda, Rajahmundry taluk.
- 14 The Representatives of the Madras Students' Organization.
- 15 The General Secretary, Kurumbranad Aided Elementary School Teachers' Union, Badagara.



- 16 Sri J. Nappally, retired Teacher, Tirur (South Malabar).
- 17 The President, Vellore Students' Union.
- 18 Sri Krishnan, Headmaster, Board Higher Elementary School, Kambainallore, Harur taluk, Salem district.
- 19 Sri K. P. S. V. Pragasam, Manager, Balagurukula Vidyalaya, Virudunagar.
- 20 Sri R. Suryanarayana Rao, 20, Edward Elliots Road, Mylapore, Madras.
- 21 Sri C. C. Nair, President, Teachers' Union, Malabar.

(B) PERSONS WHO WERE INTERVIEWED.

- 1 Sri S. Natarajan, President of the South Indian Teachers' Union.
- 2 Sri T. P. Sundaravaradan, Secretary of the South Indian Teachers' Union.
- 3 All Divisional Inspectors of Schools.
- 4 Sri G. T. Williams, Chairman, the Tamil Evangelical Lutheran Church Education Board, Tiruchirappalli.
- 5 Miss G. R. Samuel, Principal, St. Christopher's Training College, Madras-7.
- 6 Miss M. Pakyanathan, London Mission Church, Erode.
- 7 Rev. E. O. Shaw, Church of Scotland Mission, Chingleput.
- 8 Sri D. T. Chiranjeevi, Secretary of the Christian Education Council of South India.
- 9 Sri T. V. Apparsundara Mudaliar, ex-Principal, Teachers' College, Saidapet.
- 10 Sri Gidugu Sithapathi, Chief Compiler, Telugu Encyclopædia.
- \*11 Sri Nagasubramanya Aiyar, Manager, Aided Elementary School, Tanjore district.
- \*12 Sri Venkatacharyulu, Manager, Aided Higher Elementary School, East Godavari district.

---

\* Those who gave memoranda in writing.

- 13 Sri C. P. Sarma, Manager of School, Malabar district.
- \*14 Sri S. V. Ayyar, Correspondent, Higher Elementary School, Kattupakkam, Chingleput district.
- \*15 The Most Rev. Dr. Mathias, Archbishop of Madras.
- 16 Sri Raja Chidambaram Reddiar, ex-President, District Board, Tiruchirappalli.
- 17 Sri B. R. Gopalakrishna Rao }  
 18 Sri T. M. Kantimathi } Deputy Inspectors of  
 19 Smt. Sitharamamma } Schools.
- 20 Sri Balagangadhara Warriar }  
 21 Sri Karthikavasan } Representatives of the  
 22 Sri C. K. Narayanankutty } Madras Students'  
 } Organization.
- 23 Sri M. Venkatachalam, teacher, Tirunelveli district.
- 24 Sri A. Ramiah Chetty, teacher, Cuddapah district.
- 25 Sri K. Subramanya Sastry, Headmaster, Central High School, Trivandrum.
- \*26 Sri R. Suryanarayana Rao, 20, Edward Elliots Road, Mylapore, Madras.
- 27 Sri Subramanyam, President, Andhra Teachers' Federation.

\* Those who gave memoranda in writing.

## Appendix No. 2.

### SCALE OF GRANTS TO TEACHERS.

The scale of grants for teachers employed in aided elementary schools has been gradually increased and by 31st December 1946, it was as follows:—

	Rate per teacher.	
	Untrained teacher.	Trained teacher.
	RS.	RS.
Lower Elementary Grade .. ..	7	11
Higher Elementary Grade .. ..	11	16
Secondary Grade .. ..	14	20
Collegiate Grade .. ..	19-2/3	24-2/3

Even out of this amount, managements were required to pay as salary to teachers 85 per cent only, keeping for themselves 15 per cent for defraying management's expenses towards maintenance, equipment, building, etc.

The scales of pay were revised in 1947. Under this revision it was expected that each higher elementary grade teacher should get a minimum of Rs. 30. It was required that the management should pay to a teacher a sum of Rs. 3 from their own funds over and above the grants assessed on his behalf. In addition to the grants teachers were also paid from Government funds dearness allowance at Government rates. These apart, for the upkeep of the institutions, Government also pay to the managements maintenance grant subject to a maximum of 15 per cent of the teaching grant paid to the institutions. Government also give aid to these schools for building and equipment and fully compensate for any loss of fee income foregone by the management by the grant of any Government recognized concessions like Harijan fee concession, ex-army concessions, poor girls' compensation and non-gazetted officers' concessions.

At present the scale of grants applicable to aided elementary schools is as follows:—

	Rate per month.	
	Untrained teacher.	Trained teacher.
	RS.	
For each teacher of the lower elementary grade.	11	Rs. 20 (with effect from 1st January 1951).
For each teacher of the higher elementary grade.	15	Rs. 27— $\frac{1}{2}$ —30 (with effect from 1st April 1950).
For each teacher of the secondary grade.	18	Rs. 37—1—45 (with effect from 1st January 1951).
For each teacher of the collegiate grade.	23	Do.
For a pandit appointed under rule 12 (2) of the rules for recognition and possessing qualifications prescribed in rule 13 of Madras Educational Rules.	..	Do.

NOTE.—A pandit who does not possess the qualification referred to in rule 13 of the Madras Educational Rules but who has passed the 'Preliminary' division of the Vidwan title of the Madras, Andhra or Annamalai Universities and is appointed with exemption under rule 12 of the rules for recognition will be treated as an untrained teacher of the Secondary grade for purposes of grant.

## Pre-vocational Instructors—

## Full time Instructors—

- (1) If they possess the technical qualifications (whether they possess or not the general educational qualification) .. .. . Rs. 25— $\frac{1}{2}$ —30.
- (2) If they are proficient in the pre-vocational subject and possess the general educational qualification .. .. . Rs. 25 (per mensem).
- (3) If they are proficient in the pre-vocational subject and do not possess the general educational qualification .. .. . Rs. 100 (per year).
- Part-time Instructors (whether qualified or not) .. .. . Rs. 100 (per year).

## Appendix No. 3.

## BASIC EDUCATION IN THE STATE.

This is the ninth year of continuous work in basic education in the composite Madras State.

*Basic Training Schools.*—There are 64 basic training schools. Of these 47 are Government institutions, the rest are managed by private agencies with recognition and aid from Government. Twelve schools are for women, 45 for men and 7 are co-educational.

Senior (secondary grade) and Junior (higher grade) basic grades of teachers are trained in these institutions and they appear after two academic years of study for the Basic Training School-Leaving Certificate Examination conducted by the Commissioner for Government Examinations, Madras. A special feature of these schools is that all the trainees reside in the schools and their training is centred round practical activities correlated with instructions in specified subjects.

*Productivity.*—Through his practical activities (mainly spinning, weaving and agriculture) every pupil-teacher is expected, according to the standard set by the Director of Public Instruction, Madras, to produce a net income of Rs. 20 per year

in the first year of training and Rs. 30 in the second year. Out of 60 basic training schools in 1952-53, 19 schools attained a productive standard of over 50 per cent of what has been set by the Director. Two training schools exceeded the 100 per cent mark.

*Basic schools.*—In 1952-53 there were 676 basic schools of which 40 were senior basic. Two schools in the State had this year the full 8 grades.

The policy of the department is to open basic schools and convert existing elementary schools into basic in compact areas around Basic Training Schools. So far such compact areas have been developed in 30 centres.

*Productivity.*—The standards set by the Director for net earnings from craft for every pupil per month are—

						RS.	A.	P.
Grade I	...	...	...	...	...	0	1	0
Grade II	...	...	...	...	...	0	3	0
Grade III	...	...	...	...	...	0	5	0
Grade IV	...	...	...	...	...	0	8	0
Grade V	...	...	...	...	...	1	0	0
Grade VI	...	...	...	...	...	1	8	0
Grade VII	...	...	...	...	...	2	0	0
Grade VIII	...	...	...	...	...	3	0	0

Craft equipment to an extent of Rs. 300 per basic trained teacher is supplied from Government Craft Equipment Stores generally attached to Government Basic Training Schools. Net earnings from productivity are very low in basic schools but special efforts are being taken to improve the position.

Government have ordered that pupils passing satisfactorily out of Senior Basic schools should be admitted into Form IV provided they have undergone the course in English in the Senior Basic school.

*Retraining for graduate trained teachers.*—Training in basic education is given to graduate trained school assistants in Government service and in aided training schools for a period of five months in two basic training schools one in the Andhra and the other in the Tamil area.

*Ad hoc committee on basic education.*—In order to examine the present position of basic education in the State and to make the recommendations for planned development, Government appointed an *ad hoc* Committee in November 1952. The Committee has submitted its recommendations and Government have generally accepted them and evolved a programme for consolidation, improvement and expansion of basic education.

*Improvement of basic schools.*—In order to ensure greater efficiency in the organization, supervision and working of basic schools, Government have ordered—

- (1) the development of basic compact areas,
- (2) the appointment of senior basic trained teachers as headmasters of basic schools,
- (3) giving senior basic teachers employed in basic schools the same scale of pay as secondary grade teachers employed in secondary schools,
- (4) that only basic trained teachers should be appointed in basic schools, and
- (5) that one school at least in each basic compact area should be so organized as to demonstrate the full meaning and possibilities of basic education.

*Supervision and control.*—In the matter of inspection, supervision and control of basic schools it has been ordered by Government that there should be a specially trained Basic Deputy Inspector to be in charge of each of the compact areas. Similarly for basic training schools, gazetted basic education officers have been appointed, one for each of the four divisions in the State. The Basic Education Officers have been vested with the powers exercised by the District Educational Officers so far as basic schools are concerned. In this plan the basic trained Deputy Inspector in charge of a compact area with his office in the basic training school will carry and disseminate new and improved methods from the training school to the basic schools. The basic school teachers in the compact area will, in turn, attend at the training school a monthly conference for the exchange of ideas, discussion of problems and planning of work.

*Integrated course.*—Government have also accepted the policy of having an integrated 8 grade course of basic education. In pursuance of this, to begin with, middle schools and middle school forms of high schools in the compact areas would be converted into basic schools and grades respectively. To ensure the required standard of efficiency basic trained graduates would be appointed as headmasters of senior basic schools.

*Post-basic education.*—To pave the way for basic education to grow beyond the senior basic stage, three schools have been permitted to develop into post basic schools.

*Syllabus.*—The Government have also approved the revised scheme and syllabus of basic training schools based on the fundamental approach and methodology of basic education as enunciated by the Hindustani Talimi Sangh.

*Literature.*—To meet the demand for suitable reading books and guide books for basic schools and basic training schools special officers have been appointed to prepare the necessary literature in Tamil and Telugu. The work has already started.

*Future policy.*—Government have also accepted that no non-basic training school would be opened in the State, and that progressively all the existing non-basic training schools would be converted into basic training schools.

Moreover Government have ordered that certain important aspects of basic education like Community organization, student self-government, saphai (sanitation) and cultural and recreational activities should be incorporated into elementary and secondary education.

#### Appendix No. 4.

#### TAKING HELP OF THE OLDER PUPILS—"THE MADRAS SYSTEM"

(Note by Prof. R. V. Parulekar, Chairman.)

One of the most significant characteristics of Indian education from time immemorial was the help given by older pupils in teaching and other activities of the school, whether in institutions of higher learning or in the innumerable primary schools that existed in villages or towns. The existence of this feature of the Indian Educational System could be traced from ancient times to about the middle of the 19th century, that is, the time

when the Departments of Public Instruction were established in 1854 under British Rule. Further, this feature was not confined to educational institutions in any particular period of Indian History, nor to particular parts of the country. It was a universal practice and it dated back to very ancient times. The Chinese travellers of the 7th century made reference to this practice, as "schools teaching scholars." The Collector of Bellary (A. D. Campbell) in a report (1823) on the education in that district wrote: "The economy with which the children are taught to write in the native school and the system by which the more advanced scholars are caused to teach the less advanced, at the same time to confirm their own knowledge, is certainly admirable."

A report (1824) on the same subject made by a British officer about the primary schools in the Presidency of Bombay says: "In the Hindu schools, the scholars assist the teachers in the instruction of those children who are less advanced and who for this reason are sometimes paired off to ensure a greater facility of communicating."

An accidental discovery of this mode of instruction practised in a Madras city school by an English clergyman, Andrew Bell, towards the end of the 18th century led him to introduce that system under the name of "the Madras System" on an extensive scale in England and it was this "Madras System" (also called monitorial system) that paved the way for mass education in England during the first 20 or 30 years of the 19th century.

Referring to this the Court of Directors of the East India Company wrote to the Bengal Government in 1814: "The mode of instruction that from time immemorial has been practised under their masters, has received the highest tribute of praise by its adoption in this country under the direction of the Rev. Dr. Bell, formerly Chaplain at Madras, and it is now become the mode by which education is conducted in our national establishments, from a conviction of the facility it affords in the acquisition of language by simplifying the process of instruction."

Although England reaped a rich harvest in the field of mass education with the help of "the Madras System" Madras and



along with it other provinces in India failed to make use of it in any way after about 1854, when the Governmental departments of education appeared on the scene. By 1854 in England the 'monitors' of the Madras System had given place to 'pupil-teachers' and so it was copied in India also under the new arrangements. Pupil-teachers were paid apprentices and the monitors were helpers without any remuneration. The economical advantage of the Madras System thus disappeared and the cost of education began to rise.

The purpose of giving this 'story' of the "Madras System" is this. Madras should not now hesitate to make full use of the help of older pupils in running its schools. It is an indigenous device to run schools economically. The honorary services of older boys and girls can be utilized to some extent for one or more purposes mentioned below:—

- (1) to bring fresh children to school,
- (2) to secure regularity of attendance,
- (3) to take care of the out-of-school programme,
- (4) to help to teach children who lag behind and generally the younger children.

A resourceful and sympathetic teacher will easily add to this small list. The enthusiasm of young pupils is unbounded if they are asked in the proper spirit to play the adult: they have a natural instinct for this and are bound to derive satisfaction when they are assigned this role.

There is yet another aspect of this proposal which is of national importance. These youngsters trained sympathetically by the teachers to assume responsibility are likely in course of time to become adult leaders capable of rendering social service to the community. In the Modified Scheme they will have practically half the school day available to do good turns as young 'helpers' to the teachers, pupils and the community.

### Appendix No. 5.

#### A NOTE ON LITERACY IN THE MADRAS STATE.

According to the 1951 Census, the percentage of literacy of the Madras State was 19.3. This means that out of every 100 persons of all ages, 19.3 could "read and write a letter in some language." The percentage of literacy among the male population was 28.6 and among the female population it was 10.

The rural areas lag far behind the urban areas.

<i>Rural areas percentage</i>			<i>Urban areas percentage</i>		
<i>Males.</i>	<i>Females.</i>	<i>Total.</i>	<i>Males.</i>	<i>Females.</i>	<i>Total.</i>
23·9	6·9	15·4	47·1	23·4	35·4

It will be interesting to note the rise in literacy in the Madras State during previous decades also:—

<i>Census.</i>	<i>Percentage of literacy (persons).</i>	<i>Percentage of literacy (males).</i>	<i>Percentage of literacy (females).</i>
(1)	(2)	(3)	(4)
1921	9·8	17·3	2·4
1931	9·3	16·1	2·6
1941	14·4	22·4	6·6
1951	19·3	28·6	10·0

In the following table is given the statistics of literacy for the several districts in the (composite) Madras State dealing them in two sections A and B which relate to the Andhra and Madras Parts. It will be seen that the literacy percentage of Andhra in 1951 was 15 and that of Madras was 21·9, the average for the two States together is 19·3.

TABLE SHOWING PERCENTAGE OF LITERACY IN THE POPULATION BY DISTRICTS.

Andhra State—

<i>Name of district.</i>	<i>Population 1951.</i>	<i>Literates in 1951.</i>	<i>Percentage of literates to population.</i>
(1)	(2)	(3)	(4)
1 Srikakulam..	2,123,136	202,930	9·6
2 Visakhapatnam ..	2,072,698	187,510	9·0
3 East Godavari ..	2,414,803	444,270	18·4
4 West Godavari ..	1,697,727	361,780	21·3
5 Krishna .. ..	1,779,484	381,580	21·4
6 Guntur .. ..	2,549,996	440,330	17·3
7 Kurnool .. ..	1,270,843	196,740	15·5
8 Bellary .. ..	1,243,525	170,440	13·7
9 Anantapur ..	1,361,556	195,580	14·4
10 Cuddapah ..	1,161,731	164,370	14·1
11 Nellore .. ..	1,795,632	224,120	12·5
12 Chittoor .. ..	1,810,377	225,810	12·5
<b>Total</b> .. ..	<b>21,281,513</b>	<b>3,195,460</b>	<b>15·0</b>

<i>Name of district.</i>	<i>Population</i> 1951.	<i>Literates in</i> 1951.	<i>Percentage of</i> <i>literates to</i> <i>population.</i>
(1)	(2)	(3)	(4)
<b>Madras State—</b>			
1 Madras .. .. .	1,416,056	602,490	42.5
2 Chingleput .. .	1,853,619	338,800	18.3
3 South Arcot .. .	2,776,767	484,730	17.5
4 Tanjore .. .. .	2,982,670	716,450	24.0
5 Madurai .. .. .	2,891,817	603,350	20.9
6 Ramanathapuram ..	2,080,519	441,440	21.2
7 Tirunelveli .. .	2,445,967	627,110	25.6
8 North Arcot .. .	2,859,157	519,190	18.2
9 Salem .. .. .	3,371,769	382,850	11.4
10 Tiruchirappalli ..	2,943,882	560,950	19.1
11 Coimbatore .. .	3,293,204	577,440	17.5
12 Nilgiris .. .. .	311,729	57,790	18.5
13 Malabar .. .. .	4,758,342	1,489,490	31.8
14 South Kanara .. .	1,748,991	409,740	23.4
<b>Total ..</b>	<b>35,731,489</b>	<b>7,811,820</b>	<b>21.9</b>
<b>Grand total ..</b>	<b>57,016,002</b>	<b>11,007,280</b>	<b>19.3</b>

In the States of the Indian Union adjoining the Madras State, the following are the percentages of literacy according to the 1951 Census:—

	<i>Percentage of</i> <i>literacy.</i>
Madras .. .. .	19.3
Travancore-Cochin .. .. .	45.8
Mysore .. .. .	20.8
Bombay .. .. .	24.6
Hyderabad .. .. .	9.3
Madhya Pradesh .. .. .	13.3
Orissa .. .. .	15.8

### Appendix No. 6.

#### ADMINISTRATIVE SET UP.

Officers concerned with elementary education are the Divisional Inspectors, the District Educational Officers, the Deputy Inspectors of Schools and the Junior Deputy Inspectors of Schools.

*Divisional Inspectors.*—There are four Divisional Inspectors in the State; two in the Andhra area and the other two in the other areas. They are regional officers in charge of a group of districts which are generally contiguous. They exercise authority over District Educational Officers and Deputy Inspectors of Schools. Apart from general oversight and exercising delegated or appellate functions of the Director in certain matters, they have no direct contact with elementary schools as such. This, however, does not preclude them from visiting elementary schools. Generally, all communications from the District Educational Officers intended for the Director pass through the Divisional Inspectors of Schools.

*District Educational Officers.*—They are in charge of whole districts and control the work of the Deputy Inspectors of Schools and Junior Deputy Inspectors of Schools. There are 33 such officers in the State. A few revenue districts are divided into two or more educational districts.

Though visit to elementary schools by them is not obligatory, they usually see as many elementary schools as possible during their tours. Almost all executive orders concerning elementary schools are issued by the District Educational Officers. They grant permission to open and recognition to all elementary schools. All payments to aided elementary schools are authorized by them. The organization and administration of elementary schools rest with them. They also have appellate powers in regard to cases concerning service condition of teachers in aided schools and exercise delegated functions in regard to approval of building schemes of local bodies up to certain monetary limits.

*Senior Deputy Inspectors of Schools and Junior Deputy Inspectors of Schools.*—Though these officers of two grades are borne on different scales of pay, they are entrusted with identical functions in regard to inspection of elementary schools (Government, local bodies as well as aided). These officers are directly concerned with elementary schools. They are to visit compulsorily every school two times in a year; and if possible three, and they have to conduct the annual inspection of all elementary schools. In the case of aided schools, they have to receive and

scrutinize the monthly statement of grant from schools, and recommend to the District Educational Officers the payment of grant. They have to see to the efficient working of the schools and bring to light any irregularity. Though these officers do not have executive powers themselves, they are to advise the District Educational Officers in all matters regarding the action to be taken by furnishing them with all the relevant facts obtained after personal contact.

There are 346 Senior Deputy Inspectors of Schools and 256 Junior Deputy Inspectors of Schools in the State and each has about 60 elementary schools under his jurisdiction.

### Appendix No. 7.

#### TEACHERS' ASSOCIATIONS.

These associations have their origin in the central classes which were conducted by the inspecting officers "to instruct and train the school master in the use of the blackboard and in handling a class as a whole so as to render him an efficient teacher according to improved methods." As early as 1897 it was laid down that the inspecting officers "should encourage the teachers' associations and systematise their work by their support and advice." The importance of these associations was fully realized and even as far back as 1905 instructions were issued that the inspecting officers "should hold frequent central classes at which primary school master may be taught improved methods of teaching."

G.O. Ms. No. 418, Education, dated 24th February 1939, laid down rules to regulate the working of the elementary school teachers' associations with the following objects:—"The Association shall have for its object the improvement of the efficiency of teachers. It may also express opinions on the educational matters referred to it by the Director of Public Instruction. It shall not discuss political or non-educational subjects nor shall it take part in political or social activities."

The Deputy Inspector having jurisdiction in the area served by the association, is the ex-officio president of the association. When the ex-officio president is unable to attend, the teachers assembled may elect a president from among themselves.

All teachers, men and women, in recognized elementary and basic schools, whether under public or private management, including teacher-managers are required to be members of these associations. At the meetings important Government orders and proceedings of the Director are read and discussed, educational exhibitions, refresher and craft training courses and talks and discussions relating to administration and organization of school programmes are organized under the auspices of these associations. Convenient centres are fixed for the teachers of a given area and monthly meetings are held in these centres about ten times in the year. Attendance at these meetings is compulsory and counts as a working day for the teachers. There were 2,487 such associations on 31st March 1952 and 26,406 meetings were held during 1951-52.

