

# ESTIMATES COMMITTEE

## 1957-58

## FOURTH REPORT

## SECOND LOK SABHA

**MINISTRY OF EDUCATION AND SCIENTIFIC RESEARCH**

## ELEMENTARY EDUCATION



**LOK SABHA SECRETARIAT**

**NEW DELHI**

**January, 1958**

**Price : Rs. 1.20**

## **C O R R I G E N D A**

**to**

**Fourth Report of the Estimates Committee on the  
Ministry of Education and Scientific Research  
Elementary Education.**

---

**Page (i), heading II; read 'Pre-Primary Education' for 'Pre-Primary'**

**Page (i), IV.B(f); read 'school' for 'schools'**

**Page (i), IV.C(e); read '45-46' for '45-4'**

**Page (ii), V.D(d); read 'by' for 'of' and add 'of' between 'Panel'  
and 'Planning Commission'**

**Page 3, para 6, line 11 from the bottom, read 'mainly' for 'namely'**

**Page 4, para 7, line 4; read 'group' for 'groups'**

**Page 7, para 19, line 9; delete ',' after 'Governments'**

**Page 21, para 68, line 6; read 'Appointment' for 'Appointments'**

**Page 41, para 132, line 2; delete 'of' after 'out'**

**Page 53, para 177, line 6; read 'presents' for 'present'**

**Page 53, para 177, line 6; read 'Adam' for 'Adan'**

**Page 59, para 197 (c) line 4; read 'maximum' for 'miximum'**

**Page 63, last line; read '60' for '6'**

**Page 67, line 7; read 'Unemployment' for 'Unemployed'**

**Page 75, read 'Appendix VI' for 'Appendix IV'**

**Page 80, S.No.6; line 7; read 'their children' for 'their schools'**

**Page 80, S.No.7, line 4; read 'form' for 'from'**

**Page 81, S.No.9, line 1; read 'conduolve' for 'conductive'**

**Page 81, S.No.9, line 3; read 'etate' for 'State'**

**Page 83, S.No.18, line 1; read 'financial' for 'financia'**

**Page 84, S.No.21, line 8; add ',' after 'statutory'**

**Page 86, S.No.34, line 9; read 'co-ordination' for 'co-ordin tion'**

**Page 87, S.No.35, line 1; read 'otherwise' for 'othervise'.**

# CONTENTS

	PAGES
Composition of the Committee . . . . .	iii
Introduction . . . . .	iv
I. INTRODUCTORY . . . . .	1-4
II. PRE-PRIMARY . . . . .	5-11
A. Introduction . . . . .	5
B. National Policy for Pre-primary Education . . . . .	5-7
C. Central Grants for Pre-primary Education . . . . .	7-9
D. Indian National Committee on Early Childhood Education . . . . .	9-11
E. Training of Teachers for Pre-Primary Schools . . . . .	11
III. PRIMARY EDUCATION . . . . .	12-30
A. Introduction . . . . .	12-13
B. Educational Survey . . . . .	13
C. Administration of Primary Education . . . . .	14-15
D. Central Assistance for Primary Education . . . . .	15-19
E. Improvement in the Salary of Primary School Teachers . . . . .	19-20
F. Training Facilities for Primary School Teachers . . . . .	20-22
G. Expansion of Girls' Education . . . . .	22-23
H. Expansion & Improvement of Primary Education . . . . .	23-25
I. Qualitative Improvement . . . . .	25-26
J. All-India Council for Elementary Education . . . . .	26-27
K. Housing for teachers in Rural Areas . . . . .	27-29
L. Text books for primary schools . . . . .	29-30
IV. BASIC EDUCATION . . . . .	31-52
A. Historical Background . . . . .	31-33
B. Progress in Basic Education . . . . .	33-42
(a) Introduction . . . . .	33-34
(b) Quantitative Development . . . . .	34-35
(c) New Basic Schools & conversion of non-basic schools . . . . .	35-36
(d) Conditions in Basic Schools . . . . .	36-38
(e) Post-Basic Schools . . . . .	38-41
(f) Model basic schools . . . . .	41-42
C. National Institute of Basic Education . . . . .	42-47
(a) Introduction . . . . .	42
(b) Constitution, Scope & Functions . . . . .	42-44
(c) Research work . . . . .	44-45
(d) Publications . . . . .	45
(e) Training of Administrative & Inspecting Officers . . . . .	45-46
(f) Clearing House of Information . . . . .	46
(g) Location of National Institute of Basic Education . . . . .	46-47
(h) Budget of the Institute . . . . .	47

	PAGES
D. Craft & Productivity aspect in Basic Education . . . . .	47-51
(a) Introduction . . . . .	47
(b) Choice of crafts . . . . .	47-49
(c) Productive Aspect . . . . .	49-50
(d) Disposal of Basic School products. . . . .	50-51
E. Production of Literature on Basic Education . . . . .	51-52
V. COMPULSORY EDUCATION . . . . .	53-61
A. Introduction . . . . .	53
B. Early attempts to Introduce Compulsory Education . . . . .	53-54
C. Attempts after Independence . . . . .	54-56
D. Progress in Elementary & Compulsory Education . . . . .	56-61
(a) First Five Year Plan . . . . .	56-57
(b) Second Five Year Plan . . . . .	57
(c) Financial Outlay . . . . .	57-59
(d) Review of Educational Panel Planning Commission . . . . .	59-61
APPENDICES—	
I. Statement showing pay scales of Elementary School Teachers in different States as on 1-4-1957 . . . . .	62-64
II. Statement showing Revised Pay Scales of Primary Teachers as approved by the Government of India. . . . .	65-69
III. Statement showing percentage of pupils compared to total population in the age groups 6-11 & 11-14 in 1950-51 and 1955-56 in various States as they existed before reorganisation. . . . .	70
IV. Statement showing number of Basic and non-Basic Schools in the various States during the First Five Year Plan. . . . .	71-72
V. Recommendations of the Planning Commission to increase the percentage of school going children in the schools. . . . .	73-74
VI. Statement showing the percentage of school-going children for different age-groups in 1955-61. . . . .	75-76
VII. Statement showing the amount required to introduce compulsory education by the end of the Third Plan period . . . . .	77-78
VIII. Statement showing the summary of conclusions and recommendations. . . . .	79-89

## MEMBERS OF THE ESTIMATES COMMITTEE

1957-58

1. Shri Balvantray Gopaljee Mehta—*Chairman.*
2. Shri S. A. Dange
3. Shri Jogendra Singh |
4. Shri Mahavir Tyagi
5. Shri Satyendra Narayan Sinha
6. Shri Radha Charan Sharma
7. Shri Ranbir Singh Choudhari
8. Shri Gopalrao Khedkar
9. Shrimati Sucheta Kripalani
10. Shri R. R. Morarka
11. Shri M. Thirumala Rao
12. Shri J. Rameshwar Rao
13. Shri C. R. Narasimhan
14. Shri Amjad Ali
15. Shri R. Ramanathan Chettiar
16. Shri Ahmed Mohiuddin
17. Shrimati Renuka Ray
18. Shri Uma Charan Patnaik
19. Shri Raghubir Sahai
20. Pandit Dwarka Nath Tiwary
21. Shri Govind Malaviya
22. Shri R. L. Jangde
23. Shri N. C. Kasliwal
24. Shri Dodda Thimmaiah
25. Shri M. L. Dwivedi
26. Shri A. E. T. Barrow
27. Shri V. P. Nayar
28. Shri R. K. Khadilkar
29. Shri B. K. Gaikwad
30. Shri Shraddhakar Supakar.

### SECRETARIAT

Shri S. L. Shakhder—*Joint Secretary.*  
Shri H. N. Trivedi—*Deputy Secretary.*  
Shri R. P. Kaushik—*Under Secretary.*

## INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Fourth Report, on the Ministry of Education and Scientific Research on the subject 'Elementary Education'.

2. The Committee wish to express their thanks to the Secretary and other officers of the Ministry of Education and Scientific Research for placing before them the material and information that they wanted in connection with the examination of the Estimates. They also wish to express their thanks to Acharya J. B. Kripalani, M.P., and Shri N. R. Malkani, M.P., for giving their evidence and making valuable suggestions to the Committee.

NEW DELHI ;  
*The 30th January, 1958.*

BALVANTRAY G. MEHTA,  
*Chairman,*  
*Estimates Committee.*

## **I. INTRODUCTORY**

**"If one human being is superior to another", says a Vedic thinker, "it is not because he possesses an extra hand or eye, but because his mind and intellect are sharpened and rendered more efficient by education". A nation is what its men and women are, and men and women are what they are because of the education they have received during their life time. The inherent strength and progress of a nation, therefore, depends to a very great extent on the type of education that is received by its citizens. Education, therefore, plays a great part in the moulding of a nation. It is of even greater importance in the case of a nation which has achieved freedom only recently and which has to build itself up by fighting successfully the triple enemies of poverty, ignorance and disease. Successful working of a parliamentary democracy as also proper planning on a national scale require a sound system of education. As rightly stressed by the Planning Commission in "The First Five Year Plan", the education system has an intimate bearing on the attainment of the general objectives of the Plan inasmuch as it largely determines the quality of the manpower and the social climate of the community.**

**2. During the British regime, education was not only defective in many ways but also it was meant only for the chosen few and a vast majority of the population lived a life of illiteracy. The first task before the Planning Commission was, therefore, to take stock of the situation and to assess the position then existing.**

**3. An analysis of the situation made by the Planning Commission (in "The First Five Year Plan") revealed the following features that needed special attention:**

- (1) Considering the size of the population, the overall provision of educational facilities is inadequate.**
- (2) The overall structure of the educational system is defective in many ways, one of which is that it is top-heavy.....In 1949-50, for example, the direct expenditure on primary schools was only 33.2 per cent. of the total educational expenditure, whereas a sound and properly proportioned system of education requires that the major share of this expenditure should be incurred on primary education.**
- (3) There are grave disparities between different States in the matter of provision of educational facilities.**
- (4) Educational facilities are not properly distributed between urban and rural areas.**
- (5) There is lack of balance between provision of facilities for different sections of society. Of special concern in this regard is the neglect of women's education.**



- (6) The various stages of the educational system are not clearly and rationally marked out.
- (7) Another disturbing feature of the situation is the large wastage that occurs in various forms at different stages of education.
- (8) The absence of adequate facilities for technical and vocational education results in a much larger number of students going in for general education than is justified by the requirements of the country or the tastes and aptitudes of the pupils. The undue emphasis on the academic and theoretical aspects of education retards the development of the practical sense, initiative and resourcefulness among large numbers of students.
- (9) The position in regard to teachers is highly unsatisfactory. A very large percentage of them are untrained.
- (10) Another feature of the situation is the dearth of women teachers, who are especially suited, for Balwadis (including pre-primary schools and day nurseries) and primary schools.
- (11) The scales of pay and conditions of service of teachers are generally very unsatisfactory and constitute a major cause of the low standards of teaching.
- (12) The high cost of education, especially at the university level, prevents many an intelligent student from proceeding to higher studies.
- (13) The undue stress on examinations and memory work in the present system of education is not conducive to the development of originality or a spirit of research.
- (14) Lack of facilities prevents institutions from building up the physical and mental health of students.
- (15) There has been a general neglect of the study of our own culture with the result that the educated classes are often divided by a gulf from the mass of the people.

4. The above analysis reveals that the problems facing the nation in the field of education are many and complex. The Committee propose to deal with all these problems in the various reports at the appropriate places indicating the progress made in the various directions and the leeway that is still required to be made up.

5. In this, their first report on the Ministry of Education, the Committee propose to limit themselves to the problems concerning the field of elementary education.

6. The primary stage in education is very important. It is at this stage that conscientious and concentrated efforts should be made on a nation-wide scale to tackle the educational problem. In India unfortunately this stage of education has been generally neglected for long. It is a historical fact that some 5,000 years ago when

Europe was in darkness, child's education in India, like the present day Western system, continued from cradle to grave. Every child had to acquire sound knowledge and healthy traits of character by staying in the Guru's Ashram. Subsequently, however, due to the general neglect of education, the percentage of literacy which was 75 per cent. between 800 and 200 B.C. declined to 50 per cent. by 800 A.D. to 30 per cent. by 1200 A.D. and stood at 15 per cent. at the advent of British rule. It came down to 10 per cent. when the British left India. The modern system of education in India originated with the Charter Act of 1813, under which the British Parliament directed the East India Company to accept responsibility for the education of the Indian people. If proper steps were taken thereafter to discharge this responsibility, India would have been an educationally progressive nation by the close of the 19th Century. But unfortunately, the period that followed was a period of neglect and India, at the close of the 19th Century was educationally more backward than what it was prior to the advent of the British rule. The Government gave primary education very scanty support and transferred it largely to the control of local bodies. In 1882 the Hunter Commission made about 36 recommendations on primary education, the main recommendation being that strenuous efforts of the State should be directed to primary education in a larger measure than before. These recommendations were, unfortunately, not pursued vigorously and the progress of primary education continued at snail's pace. It was Lord Curzon who took some lead in encouraging primary education and sanctioned large recurring and non-recurring grants during the tenure of his Office—1898 to 1905. Between 1901-02 and 1916-17, there was some expansion of primary education on voluntary basis. After the close of the first World War, a new era opened in Indian life politically, socially and culturally. In 1919, 50 percent. posts in Indian Educational Service were given to Indians and in 1924 fresh recruitment to that service was discontinued and Provincial Governments were allowed to organise their own Educational Services. In 1937 provincial autonomy was introduced with the right to control all branches of the State administration. During this period, efforts were made in varying degrees by individual provinces to increase facilities for primary education and also to make it compulsory in limited areas. The success achieved in this sphere varied from province to province. It was strictly limited, namely due to the limitations of finance. The first serious effort to view the problem of primary education as a national problem requiring serious attention of the Government was made by the Central Advisory Board of Education in 1944 in its report on "Post-War Educational Development in India". This report popularly known as Sargent Report recommended a system of universal, compulsory and free education for all boys and girls between the ages of six and fourteen to be introduced as speedily as possible, though in view of the practical difficulty of recruiting the requisite supply of trained teachers, it added that it might not be possible to complete it in less than forty years.

7. On the eve of Independence, hardly 36·3 per cent. of the children in age group 6 to 11 attended schools and literacy as a whole stood at the lowest level of barely 14·6 per cent. (excluding age groups 0-4). The educational facilities were totally inadequate when compared to the requirements of the country and the quality of education was far below the standard and almost divorced from life. On 31st March, 1948 the total number of primary schools in all the major provinces was 1,40,794 with an enrolment of 111 lakhs of students. The country, therefore, faced a stupendous task of reconstruction in the field of primary education.

8. The importance of providing free and compulsory education to the rising generation of the country cannot be over emphasised. This is the reason why a large number of foreign countries have introduced universal, free and compulsory education for all children within specified age-limits. Realising the paramount importance of educating the masses for laying sound foundation of democratic system of Government, our Constitution has laid down that the State should endeavour to introduce free and compulsory education for all children until they complete the age of 14 years within a period of 10 years from the commencement of the Constitution. In view of the importance of this subject, the Committee propose to deal with it in greater detail in a separate chapter of this report.

## **II. PRE-PRIMARY EDUCATION**

### **A. Introduction**

9. Many psychologists hold the view that what a child learns in the first five years of his life is basically more important for him than what he learns in the next fifty years. Pandit Jawaharlal Nehru, Prime Minister, at one of the conferences said "But somehow the fact that ultimately everything depends on the human factor gets rather lost in our thinking of plans and schemes of national development in terms of factories and machinery and general schemes. It is all very important and we must have them, but ultimately, of course, it is the human being that counts, well, he counts much more as a child than as a grown up". This indicates the necessity of giving proper care, training and guidance to children during a period which is most important and crucial before the primary stage.

10. In India, although the need for providing education before the compulsory age, through nursery schools or classes is said to have been increasingly felt, very little has been achieved so far in the field of pre-primary education. During 1949-50 there were only 275 pre-primary schools, out of which 225 were managed by private bodies. The total number of students on roll was only 25,765. During 1954-55 the number of pre-primary schools was 513, out of which 219 were in Bombay State alone. Of these 11·9 per cent. were managed by Government, 2·1 per cent. by Local Boards and 86 per cent. by private bodies (39·8 per cent. aided and 46·2 per cent. unaided). The total enrolment during this year was 60,294. This shows that the pace of progress of pre-primary education has been extremely slow.

### **B. National Policy for Pre-Primary Education**

11. The Ministry of Education stated that they had not outlined any national policy in regard to pre-primary education and that due to paucity of funds, expansion of pre-primary education had been left mainly to voluntary educational organisations. They further added that under the Constitution the State was responsible for providing free and compulsory elementary education and it had not been possible for the Government to undertake any direct responsibility for pre-primary education. However, to encourage private enterprise, assistance was being given to deserving voluntary organisations in that field. Assistance was also being given to those State Governments which had included schemes relating to pre-primary education in their development programme of the Second Five Year Plan.

12. Regarding the syllabus, courses etc. in the pre-primary schools, the Ministry of Education informed the Committee that no uniform practice was followed throughout the country. In the States of Madras, Madhya Pradesh and Uttar Pradesh for example, the syllabus, courses etc., in private pre-primary schools were not prescribed by the Education Department. In Bombay, however, the question of framing a syllabus had been referred to a Committee by the State Government. In general it could be said that the courses were neither prescribed by the State Education Department nor was it considered necessary that it should be done.

13. There are generally four types of pre-primary schools in the country: Montessori, Kindergarten, Nursery and Pre-Basic schools. A very small percentage of such schools are managed by the State Governments or Local Bodies. The large majority of them are run with or without assistance from the State Governments.

14. The representative of the Ministry of Education informed the Committee that consistent with their commitments for the introduction of primary education on a compulsory basis, the Government were not able to assume direct responsibility of providing pre-primary education on a large scale. The Ministry had under the first and second Plan encouraged voluntary organisations to start pre-primary education centres. The Ministry also provided financial assistance to State Governments for setting up training schools for pre-primary teachers but as the present resources were not sufficient the Ministry could not advise State Governments to divert large sums to pre-primary education.

15. In regard to the question of introducing some measure of uniformity in the matter of syllabus, training of teachers etc. in the field of pre-primary education, the representative of the Ministry added that in the opinion of the Ministry there should be considerable room for experimentation and variation and that they should not try and provide a uniform syllabus. The representative however agreed with the desirability of doing more in the sphere of pre-primary education.

16. The Committee fully appreciate the difficulties of the Ministry in the matter of finance and the vastness of the problem involved but they fail to understand the absence of even an all-India policy in the field of pre-primary education for the guidance of States and the organisations and institutions working in that field. The Committee feel that the most important and crucial period of the life of a child is being left almost entirely to be shaped in a haphazard way by a number of uncontrolled and uncoordinated bodies who are not governed by any uniform policies laid down by the Government in this behalf. The Committee are of the opinion that some guiding principles, though not rigid, should be thought out in consultation with the best educationists and psychologists in the country and they should be placed before the State Ministries of Education for guiding the various educational institutions. While it is not

necessary to provide a uniform syllabus, it is desirable that a reasonably uniform standard of teachers, their training, methods of teaching, equipment and proper environment in the pre-primary schools should be insisted upon.

17. The Committee have noted with satisfaction the assurance given by the representative of the Ministry of Education that the Ministry would provide some guiding principles for the development of institutions which were not expensive in the field of pre-primary education and also that the Ministry would examine in consultation with the Ministry of Law whether an amendment to the existing legislation is possible with a view to exercise effective control over institutions which were more in the nature of "teaching shops" and which charged abnormally high fees.

### C. Central Grants for pre-primary education

18. The Ministry informed the Committee that the Central scheme envisaged financial assistance to voluntary educational organisations which were doing outstanding and pioneering work for improvement and development of education in the field of pre-primary, primary and basic education. Under this scheme, financial assistance to the extent of 66 per cent. of the approved non-recurring and 50 per cent. of the approved recurring expenditure for development purposes was given to the voluntary organisations in the first plan period and for 1956-57. From the financial year 1957-58, it has been decided that the Central assistance would be at the flat rate of 60\* per cent. of the approved developmental expenditure.

19. During the First Five Year Plan period (1950-51 to 1955-56), the grants sanctioned to voluntary organisations were for combined activities in the field of pre-primary, basic, social and secondary education. In the Second Five Year Plan, a provision of Rs. 75 lakhs has been made for grants to voluntary organisations working in the field of pre-primary, basic and social education. Specific amounts for pre-primary and basic education separately have not been earmarked. The cases of institutions recommended for assistance by the State Governments, were considered on merit and Central grants were sanctioned to individual institutions under intimation to State Governments. The grants were also intended to help institutions of all India importance which were engaged in the work of pioneering nature of such significant or experimental character that it had a wider appeal. Applications for grants from such institutions were entertained direct.

20. During the First Plan period, Rs. 3,34,414 were sanctioned to the State Governments for the establishment or further development of 195 pre-primary schools and 6 institutions for the training of pre-primary teachers. During the Second Five Year Plan the following grants have been sanctioned for 1956-57 and 1957-58 (first

---

\*This percentage has been recently reduced to 50% by the Ministry of Finance.

instalment) to the various States for schemes of pre-primary education included in their Educational Development Programmes:—

Name of State	Grant sanctioned during 1956-57	Grant sanctioned during 1957-58 (first instalment)
1	2	3
1. Madhya Pradesh . . . . .	47,340	1,09,000
2. Uttar Pradesh . . . . .	50,000	1,29,000
3. Bombay . . . . .	Nil	1,50,000
4. Mysore . . . . .	4,800	..
5. Kerala . . . . .	11,872	45,600
6. Saurashtra . . . . .	11,555	..
7. Coorg . . . . .	19,230	..
8. Andhra Pradesh . . . . .	..	44,200
9. Rajasthan . . . . .	..	21,000
10. Punjab . . . . .	..	5,000
11. Madhya Bharat . . . . .	6000	..

21. The representative of the Ministry informed the Committee that in the plans both at the Central and State levels there was provision for assistance being given to voluntary organisations in the field of pre-primary education and the Ministry both under the First and Second Plan gave considerable financial assistance to such organisations. So far as the State Governments were concerned, the Ministry provided assistance to the extent of 50 per cent. of whatever the States provided in their plans to encourage pre-primary education either for opening new pre-primary schools or for promoting teachers' training for such schools.

22. The Committee are of the opinion that the existing practice of providing a lump sum amount by the Ministry for grant in the combined field of pre-primary, primary, basic and social education is not desirable in that it does not give any clear idea to the public or the State Governments as to what amount was provided for what purpose. The Committee, therefore, suggest that separate amounts should be properly earmarked for grant to pre-primary, primary, basic and social education etc., and under each head separate allocation should be made for important sub-heads like teacher training, buildings, equipment, books for library etc. with certain latitude for reappropriation between the different sub-heads.

23. The Committee also suggest that all grants given by the Centre to voluntary institutions in the field of pre-primary, primary and basic education, should generally be through State Governments except in cases of institutions of an All India character. Provision should be made for admission of a certain number of poor students free in pre-primary institutions before sanctioning the grant. In case of institutions of all India importance the Centre should invariably inform the State Governments concerned of the extent and purpose of assistance given to such institutions.

#### **D. Indian National Committee on early childhood education**

24. The Ministry of Education informed the Committee that the Indian National Committee on early childhood education was appointed in 1952 to function as a sub-Committee of the Central Advisory Board of Education in terms of the following resolution of the Government of India:—

“With a view to giving greater importance to early childhood education in the country, the Government of India have decided to constitute an Indian National Committee on early childhood education which will be affiliated to the World Council for early childhood education.”

25. Representation on the Committee was given to some of the important non-official organisations with a view to provide stimulus to voluntary bodies in the field to tackle the problems connected with early childhood education and to focus the attention of the Government and the public on important issues and problems pertaining to early childhood education in India. This National Committee held its first and the only meeting on 29th April 1953, and adopted the following as its aims and objects:

- (i) to promote the study and education of young children on right lines to foster happy childhood;
- (ii) to promote pre-school education;
- (iii) to collect and spread knowledge about the existing conditions of early education in the country;
- (iv) to encourage the education of parents in methods of dealing with young children;
- (v) to encourage the training of personnel for early childhood education;
- (vi) to publish pamphlets describing experiments being carried out by various agencies;
- (vii) to promote the production of suitable literature for children;
- (viii) to encourage and promote research in early childhood education;



- (ix) to encourage libraries to maintain sections containing up-to-date books in various languages suitable for children; and
- (x) to co-ordinate the activities of various agencies engaged in early childhood education.

26. It also decided that State Government should be approached:

(a) to promote early childhood education by giving grants-in-aid, land and other facilities to organisations running schools for pre-school children;

(b) to persuade municipalities and other local bodies:—

- (i) to take some measure of responsibility for early childhood education,
- (ii) to make a survey about the number and types of pre-primary schools, play and recreation centres, children's parks, etc. being run in their jurisdiction, and
- (iii) to extend to them all possible facilities by way of making grants and giving land, etc.;

(c) to appoint officers specially concerned with early childhood education and welfare of pre-school children;

(d) to provide at least two large rooms with adequate space for play wherever housing estates, with 50 residential units are being built, and to induce municipal committees and other local bodies to make similar provision in all new housing schemes for pre-primary education centres;

(e) to encourage play-centres in rural and industrial areas; and

(f) to make use of the Factories Act in enforcing provision for child-care and nursery-education in factories and industrial plants.

27. The National Committee also considered the general dearth of suitably trained teachers for schools for early childhood education and recommended that:

(a) each State should start free, long and short term courses for training women teachers. It was suggested that States should send out to rural areas mobile squads equipped with suitable educational material to give short-term training to women teachers and to demonstrate the need and manner of running play-centres where children may enjoy songs, dramas, and stories and learn useful lessons in social adjustment;

(b) some idea of the pre-school education and some training in dealing with pre-school children should be given in all institutions training teachers for primary schools; and

- (c) classes for children of pre-school age should be added to practising schools attached to primary teachers' training schools and colleges and simple inexpensive material should be developed in these schools.

28. The representative of the Ministry further informed the Committee that this was an *ad hoc* Committee which functioned only for about a year and a half and made some general proposals about the importance of training teachers on pre-primary education and asking the State Governments to study what was being done in various pre-primary institutions under them.

29. The Committee are sorry to note that the enthusiasm in regard to this National Committee on early childhood education proved to be short-lived. They suggest that this Committee may be revived, by reconstituting it, if necessary, and that its activities may be resumed. The Committee appreciate that due to limitations of finance, the progress in this direction would be necessarily slow. All the same, some general ground should be covered during the Second Plan, so that the schemes of pre-primary education may be suitably expanded in the Third Plan.

30. Incidentally, while on the subject, the Committee would like to lay special stress on the suggestion that the State Governments should encourage play centres in rural and industrial areas.

#### **E. Training of Teachers for Pre-Primary Schools**

31. The latest statistics published by the Ministry of Education in "Education in India 1954-55" showed that the total number of teachers employed in the pre-primary schools during the year 1954-55 was about 1,536 of whom 955 were trained. The recognised institutions in the country which trained teachers for pre-primary education were as under during the same year:—

Bombay State	5
Madhya Pradesh	1
Madras State	5
Uttar Pradesh	1
<b>Total:</b>	<b>12</b>

32. The Committee are of the opinion that the number of institutions for training of teachers for pre-primary schools is totally inadequate. They suggest that the Ministry of Education should make efforts in co-operation with the State Governments to increase the number of such institutions. The Ministry should also encourage cheaper schools for the children of poor people who cannot afford to send their children to costly schools which are at present working in the field of pre-primary education. Further, the Committee are of the view that for child education it would be better to have women teachers. Government should encourage women with requisite qualifications to enter more and more in the field of pre-primary education as teachers, offer them stipends during the course of their training and give them extra amenities while in service specially in rural areas, such as housing etc.

### **III. PRIMARY EDUCATION.**

#### **A. Introduction**

33. During the British regime, the administrators had devoted their thoughts more to higher education than to elementary education which was relegated to the background and was regarded only as a stepping stone to secondary schools and Universities. The aim of the British Government in the field of education was expressed in following terms in the communique issued by Lord William Bentinck's Government:—

“The great object of the British Government ought to be the promotion of European literature and science among the natives of India; and that all the funds appropriated for the purpose of education would be best employed on English education alone”.

Lord Hailey admitted in London that the British Rule in India had not succeeded in solving the problem of illiteracy and that the organisation of education began at the wrong end. Even during the British rule dissatisfaction developed in India with the system of elementary education prevailing in the country. This feeling became more intense with the rise of Indian nationalism. The curriculum in the primary stage was considered unsuitable to meet the needs of national life and the cultural and economic problems of the masses as it was divorced from the rural environment in which the majority of the people lived and was ineffective in the fundamental task of developing the child's personality. Mahatma Gandhi held that the existing system of education did not meet the requirements of the country in any shape or form. He declared the system of primary education as not only wasteful but positively harmful in that most of the boys were lost to the parents and to the occupation to which they were born.

34. Gandhiji initiated a discussion in the columns of Harijan in 1937, on Indian educational problems and offered many suggestions. The most important was the suggestion on primary education. He suggested that primary education should be extended to at least seven years and should include general knowledge gained up to Matriculation standard less English and plus substantial vocation. For all round development of boys and girls, training should as far as possible be given through a profit yielding craft and that education taken as a whole can and must be self-supporting. These suggestions were revolutionary in the field of primary education. All thinking men in the Government and outside devoted their attention to these suggestions and devised a new plan of primary education known as Basic education which has now been accepted by the Government of

**India as the National pattern of Elementary education for the country.**

35. The Committee will deal with Basic education later in a separate chapter in view of its importance and urgency. Here, the Committee propose to deal with certain specific problems in the field of primary education.

### **B. Educational Survey**

36. The Ministry of Education informed the Committee that they had undertaken an educational survey of India in collaboration with the State Governments to identify every elementary school and map out and delimit the areas served by the District Schools and the areas that could be served by new schools, by suitable grouping of habitations and appropriate location of schools. The basic survey would be supplemented by a detailed study of certain selected representative areas. This was expected to assist in implementing the directive principle of the Indian Constitution. A comparative study of the educational administrative practices in the States was also proposed to be included in the survey. The total estimated cost of the survey was Rs. 22.9 lakhs and the budget provision for 1957-58 was Rs. 15 lakhs. Government of India would share 2/3rd of the total expenditure. A survey unit was created in November, 1956 and an Officer on Special Duty for educational survey was appointed on 7-11-1956. The work had been undertaken in all the States of India including the Union territories. Necessary training was given to the State Special Officers through a Central Seminar-cum-Pilot Survey.

37. The survey was being directed and supervised by the Education Survey Unit in the Ministry of Education and Scientific Research. With a view to ensuring that the survey work was proceeding according to the instructions, a few of the First Tehsil Survey reports from the different States were scrutinised critically by the Officer on Special Duty and all the discrepancies found in the same were communicated to the State Special Officers for their guidance. The State Special Officers submitted fortnightly progress reports to the Officer on Special Duty to enable him to keep a very close watch over the progress of work in different districts of the States. The Officer on Special Duty had also undertaken a study of the educational administrative practices in different States.

38. The services of an experienced Officer on Special Duty were obtained on loan from the Bombay Government and the State Governments were requested to entrust the work of survey in the districts to experienced persons from among officers under the District Inspectors of Schools who had an insight into the problem and sufficient experience of inspection of primary schools.

39. The Committee appreciate the efforts of the Ministry of Education in conducting an all India educational survey. The Committee suggest that the result of the survey be published early in the form of a brochure and placed on the Table of the House.

### C. Administration of Primary Education

40. Primary schools are generally administered and controlled by three agencies: (a) State Governments; (b) Local Boards; and (c) Private Bodies. The main responsibility of managing primary schools rests with the local boards in most of the States except Andhra, Bihar and Orissa where private bodies play a predominant role. But in old Part B and C States, except Coorg, most of the schools were run by the Government. The inspection of these schools is carried out by the Inspectorate staff of the Office of the Director of Public Education.

41. During 1954-55 the total number of primary schools was 2,63,626. Their distribution according to various managements was as under:—

Management	1954-55	
	Number	Percentage
Government . . . . .	59,262	22.5
District Boards . . . . .	123,863	47.0
Municipal Boards . . . . .	9,157	3.4
Private Bodies:		
Aided . . . . .	67,452	25.6
Un-aided . . . . .	3,892	1.5

42. The number of primary schools located in rural areas during the same year was 2,34,090 constituting about 88.8 per cent. of the total number of primary schools. Of the three agencies the local bodies alone managed over 50 per cent. of primary schools. The Government controlled about 22 per cent., the rest being under the control of private bodies. The expenditure on primary schools is met mainly from the Government funds, which amounts to about 72 per cent. of the total expenditure. District and Municipal Boards meet only 12 per cent. and 9 per cent. of the expenditure respectively, the remaining being met from the fees, endowments and other sources.

43. The Ministry of Education informed the Committee that in 1951, a Committee was appointed to consider the relationship of the State Governments and Local Bodies in the administration of primary education in pursuance of the recommendations of the Central Advisory Board of Education, under the Chairmanship of late Shri B. G. Kher, the then Chief Minister of Bombay State. The report of the Committee was considered by the Central Advisory Board of Education. The Board accepted in broad outline the recommendations of the Committee. The Ministry of Education accordingly recommended the report for consideration and implementation by the State Governments who were concerned in the matter. The

Committee were rather surprised to learn that full information regarding the decisions taken and the implementation thereof was yet to be received from all the States.

44. The representative of the Ministry further informed the Committee that the Central Advisory Board broadly endorsed the main recommendations in the Kher Committee Report on the Relationship between the State Governments and Local Bodies. Those recommendations were also endorsed by the Central Government and were passed on to the various State Governments for necessary action. The representative further added that so far as the Ministry was aware legislation on those lines had been introduced in the Bombay State alone. The other State Governments had made certain changes but had not entirely fallen in line with the recommendations of the Kher Committee.

45. The Committee are glad to note that the views of the Ministry of Education are, broadly speaking, the same as those expressed in the Kher Committee's report. They would, however, suggest that the Ministry of Education should take a little more lively interest in persuading the State Governments to fall in line and to implement the recommendations in Kher Committee's report as early as possible so that some uniformity in the administration of primary education in different States is achieved which would certainly be conducive to the expansion and improvement of primary education which at present is in an unsatisfactory state. The Committee understand that the teachers under the control of local boards suffer from certain handicaps like non-payment of salary in time, utilisation for purposes other than educational, transfers on grounds not considered reasonable etc. The Committee would suggest that the State Governments may be requested to examine the position in this respect and if necessary exercise more direct control on general administration of primary education with a view to eliminating the existing evils.

#### D. Central Assistance for Primary Education

46. The Ministry of Education informed the Committee that a substantial share of expenditure incurred by the State Governments for most of the schemes of development in the field of elementary education was being borne by the Central Government. During 1957-58, assistance was being given for different categories of schemes at the following rate:—

	Percentage
(a) Schemes of Pre-primary education. . . . .	50
(b) Schemes of basic education . . . . .	50
(c) Schemes of elementary education (including the scheme for improving salaries of teachers of primary and junior basic schools) . . . . .	50
(d) Schemes relating to Women's education . . . . .	50

47. The schemes included opening of basic schools, primary and middle schools, introduction of crafts in non-basic schools, opening and improvement of teacher training institutions, transformation of non-basic teachers' institutions into basic, seminars and refresher courses for teachers and headmasters, improvement in salary scales of teachers, strengthening the Inspectorate and other schemes of miscellaneous nature.

48. During 1956-57, grants amounting to Rs. 329.9 lakhs were sanctioned to the State Governments as the Centre's share on the approved schemes and a provision of Rs. 720 lakhs has been made in the estimates for 1957-58 for that purpose.

49. The Central assistance payable to the States in a year was sanctioned in two instalments. At first, one half of the payable Central assistance was sanctioned as first instalment and for payment of the next instalment of Central assistance the State Governments were requested to supply, (1) a six monthly progress report (April to September) for each scheme and (2) a certificate to the effect that the amount had been utilised for the purpose for which it was sanctioned. On receipt of the progress report for the first six months, the second instalment was sanctioned. The grants for the next year were sanctioned on receipt of similar reports for the previous year.

50. Generally speaking, the State Governments had not been able to utilise fully the grants sanctioned to them for the schemes on elementary education (including basic education) as may be seen from the following statement showing the amount of grants sanctioned to the State Government during 1956-57 and the amount not utilised by them:—

Name of State	Amount of grant sanctioned	Amount not utilised	Percentage of grant not utilised
Andhra Pradesh . . . . .	56,200	28,725	51.0
Assam . . . . .	15,06,600	2,92,600	19.3
Bihar . . . . .	43,65,757	8,54,257	19.5
Bombay . . . . .	40,41,217	17,53,466	43.3
Jammu & Kashmir . . . . .	3,88,930	Nil	00.0
Kerala . . . . .	26,56,270	6,68,831	25.2
Madhya Pradesh . . . . .	28,28,521	18,61,221	65.7
Madras . . . . .	14,99,785	24,425	1.6
Mysore . . . . .	6,59,015	4,94,651	25.0
Orissa . . . . .	17,87,181	1,98,784	11.1
Punjab . . . . .	15,94,900	7,85,700	40.8
Rajasthan . . . . .	9,65,044	4,38,035	45.4
Uttar Pradesh . . . . .	65,56,790	19,37,459	29.5
West Bengal . . . . .	40,88,230	2,48,300	6.0
<b>TOTAL</b>	<b>3 29,94,440</b>	<b>95,86,454</b>	<b>29.1</b>

51. The major reasons for non-utilisation of grants by the States were as under:—

- (i) 1956-57, being the first year of the Second Five Year Plan, there was delay in the starting and implementation of the programme.
- (ii) Reorganisation of the States caused much dislocation of work and adversely affected the implementation of the schemes.

52. The representative of the Ministry explained that in case of primary education, all the normal expenditure on the maintenance of primary schools was met by the State Governments. In case of new primary schools which the State Governments wanted to establish, the Centre gave them 50 per cent. of the expenditure. The Education Ministry's special effort in the field of primary education was to develop basic education and so they paid 60 per cent. of the expenditure incurred by the State Governments for converting primary schools into basic schools.

53. In view of the fact that the progress of elementary education in the country is very slow, the Committee consider it rather unfortunate that certain amounts of grants sanctioned by the Centre for the development of elementary education should have remained unutilised. The Committee were, however, glad to learn from the representative of the Ministry that from the current year there would be a better understanding as the States now knew in advance what would be the financial assistance forthcoming from the Centre.

54. The representative of the Ministry stated that in the First Plan the assistance was usually given by way of reimbursements in quarterly grants. But subsequently it was agreed in consultation with the Ministry of Finance that the grants could be paid on six monthly basis in advance. The Finance Ministry, however, insisted that before the last instalment was paid, a report about the utilisation of the grant for the first six months must be received from the State Governments. The States had to get the reports from a number of officials and institutions and naturally that took a great deal of time. It was, therefore, further decided that the second instalment of grant should be released on an approximate estimate as worked out by the Department of Education in the States—the final reconciliation of the figures being done at the end of the year. The State representatives brought their schemes for discussion with Central Ministry of Education sometime in December or January each year. The schemes were thoroughly discussed and after agreement the financial implications were submitted by the State Governments which were discussed by the Ministry of Education with the Ministry of Finance. Thus the States now had a clear picture of all the schemes.

55. In respect of the schemes coming under the State sector, the State Governments were at full liberty to implement or modify the programme to suit their needs. They were automatically entitled to



50 per cent. or 60 per cent. of whatever was provided for in the State budgets, as assistance from the Central Government without any further scrutiny of the details.

56. In case of schemes coming under the Central sector, the method of grant was liberalised and funds were allocated and the States were asked not to wait for the formal sanction but to go ahead with the programme.

57. The Committee pointed out to the representative of the Ministry that a general complaint from the States was that inspite of the fact that the overall plan had been approved by the Planning Commission and the Government of India, the scheme could not be put through in time because the details of the scheme were required to be discussed again at the end of the year. The representative of the Ministry admitted that that part of the complaint was correct. In the First Five Year Plan when the implications were not quite clear, the details of the schemes were discussed year after year to see how the schemes were being worked in details. But now with the progress of the Plan those detailed discussions were dispensed with and it was left entirely to the State Governments to decide the details.

58. While appreciating the steps taken to improve the utilisation of grants, the Committee would like to suggest that the Ministry of Education should invite the Members of Parliament of the State, which could not fully utilise the grants or implement a particular scheme in the field of education, to a conference and place before them the difficulties in respect of that particular State and various other handicaps in the way of progress. The Members of Parliament with their detailed knowledge of the local areas might be in a better position to offer useful and constructive suggestions and thus many of the difficulties or misunderstandings could be easily removed, resulting in a better appreciation of the problems concerning the States. Meetings should take place with regard to each State and in that way the discussions would be confined to problems arising out of one particular State at a time.

59. The Committee also suggest that there should be more effective co-ordination and co-operation between the Ministry of Education at the Centre and the State Governments and both sides should understand each other fully and appreciate the difficulties in the way of each so that the existing feeling in the States that the Centre is trying to centralise all authority even in the domain which really belongs to the States is removed. The schemes in the field of education should be more freely discussed between the Centre and the States, and the Centre should liberally release the money according to a settled policy to enable the States to carry on the development work.

60. The Committee noted with satisfaction the assurance given by the representative of the Ministry that the Ministry had never gone into the details of the Administrative machinery of the State

Governments and if there had been this tendency, inadvertently perhaps, during the First Plan period that position would not be allowed to exist at all during the Second Plan.

### E. Improvement in the Salary of Primary School Teachers

61. The pay scales of elementary school teachers in different States as on 1-4-1957 as shown in the statement at Appendix I, reveal a great disparity. The Ministry informed the Committee that at a meeting of Educational Secretaries and Directors of Education held in 1955 a recommendation was made that the minimum basic salary for an untrained and trained teacher should be Rs. 40 and Rs. 50 respectively. On further consideration, however, it was not found advisable to enforce a uniform minimum scale all over the country as it was for the States to decide the salary scale they could afford according to their available resources. Accordingly all the States were requested to suggest reasonable salary scales for primary school teachers in accordance with the existing salary pattern in respective States and the local conditions including cost of living. The proposals received were examined and the new scales as given in Appendix II, were approved by the Government of India, assistance for which was made available to the extent of 50 per cent. of the additional expenditure till the recommendations of the Finance Commission were implemented. During 1956-57, the following States utilised the Central grants to the extent as indicated below:—

	Amount sanctioned	Amount utilised
	(Rs. in lakhs)	
Assam . . . . .	7.5	7.5
Bihar . . . . .	8.5	8.5
Kerala . . . . .	9.5	9.5
Madras . . . . .	10.39	10.095
Madhya Pradesh . . . . .	5.8	0.00145
Orissa . . . . .	3.99	3.44
Rajasthan . . . . .	9.62	Not available
Uttar Pradesh . . . . .	10.28	10.28
West Bengal . . . . .	1.625	9.425

62. During 1957-58 the first instalment of grants has been sanctioned so far to the Governments of Uttar Pradesh, Orissa and Bihar as shown below:—

	Amount sanctioned as first instalment
	(Rs. in lakhs)
Uttar Pradesh	6.758
Orissa	2.3479
Bihar	6.125

63. To an enquiry of the Committee as to what will be the total recurring cost if the salary of primary school teachers was brought on a par with that of the lowest grade of Class III Central Government servants, the Ministry of Education informed the Committee that the total recurring expenditure on the salary and allowances of 11 lakh teachers at the rate of Rs. 1,920 per annum per teacher would not be less than Rs. 211 crores.

64. The Committee are sorry to note that all the States have not been able to take advantage of the scheme of Central assistance in this respect so far. The Committee suggest that the Ministry of Education should persuade the remaining State Governments to take advantage of this scheme, so that the salaries of teachers can be raised to a reasonably uniform level. The question might be discussed with advantage at the Education Ministers' Conference, especially in view of the prevailing dissatisfaction among the teachers reflecting in the falling standard of education.

65. The Committee would like to suggest that the proposals of giving additional amenities to the primary school teachers by way of free medical attendance, free housing and free education to their children upto the Secondary stage, be favourably considered and decisions arrived at expeditiously. The concessions should be made available to all the primary school teachers including those employed under the District Boards and Municipalities. Further, the possibilities of insurance of teachers at concessional rates of premia should also be explored with the Life Insurance Corporation.

#### **F. Training Facilities for Primary School Teachers**

66. At the end of 1955-56, about 65 per cent. of teachers in primary schools in the country were trained teachers. The Ministry of Education informed the Committee that the existing training facilities were not adequate and schemes for teachers' training had been included in the Second Five Year Plan of each State. It was expected that by the end of the Second Plan about 79 per cent. teachers in primary schools would be trained teachers.

67. Regarding the expansion of training facilities for women teachers and for expansion of girls education at elementary level, the Committee were informed that a scheme costing Rs. 250 lakhs had been recently finalised and the necessary provision made in the Second Plan. The scheme consisted of two parts as under:—

- (a) Schemes which do not involve any financial expenditure.
- (b) Schemes which involve financial expenditure.

Sub-schemes included in Part (a) :—

- (i) Raising age of recruitment of women teachers.
- (ii) Relaxation of educational qualifications of women teachers.

- (iii) Relaxation of rules for part-time employment of women teachers.
- (iv) Employing women teachers in girls' and boys' schools at the elementary stage.
- (v) Giving preference to married men teachers whose wives have received some education.
- (vi) Reservation of places in training institutions for women teachers.
- (vii) Permitting girl students to appear as private candidates at examinations.
- (viii) Co-education at elementary level.
- (ix) Shift system for boys and girls.
- (x) Special curriculum for girls' schools.

68. These have been communicated to State Governments and they have been advised to implement them as early as possible and report the progress to the Government of India.

The various sub-schemes included in Part (b) :—

- (i) Free accommodation for women teachers in rural areas.
- (ii) Appointments of School Mothers in rural schools.
- (iii) Organisation of condensed and special courses of general education and teachers' training for adult women.
- (iv) Stipends to women teachers for 'Teachers' Training Courses', at under-graduate level.
- (v) Refresher courses for trained women teachers.
- (vi) Stipends for classes 8 to 11 provided they take to teaching for 5 years at least.

69. Regarding the duration and standard of training of primary teachers, the Ministry informed the Committee that many of the training institutions for teachers of elementary schools were already of the basic type and steps had been taken to transform all the teachers' training institutions at that level into basic as early as possible preferably by the end of the Second Plan. The question of bringing some uniformity in standards in Basic Teachers' Training Institutions was considered at a Conference of Principals of Post Graduate Basic Training Colleges held in 1954. The Conference made several recommendations and suggested syllabi for Basic Training Colleges and Post Graduate Basic Training Colleges which were sent to the State Governments for guidance.

70. The representative of the Ministry informed the Committee that all the new training institutions that had to be established would be only of the basic type. Further, the various States were conducting refresher courses in a much larger number than before for the traditionally trained teachers. During the First Plan about 17 post

graduate basic training colleges were established and in all there were 25 training colleges which would train the staff for training schools and some of the senior instruction officers. The Centre gave 60 per cent. of the total expenditure, both recurring and non-recurring, for establishment of new training schools.

71. The Committee feel that as the country has definitely accepted the goal of having basic education, the Ministry of Education should request the State Governments to expedite the work of transforming all the teachers' training schools into basic training schools. One of the causes of the slow progress of basic education is that even with regard to training schools and colleges, the States have not been able to move fast enough so that every such school is turned into a proper basic training school. The Committee would, therefore, suggest that not only the number of Basic Training Colleges and Schools should be increased to supply the required number of teaching personnel, but also the duration and standard of training should be raised so that the teaching personnel coming out of the training colleges and schools are well equipped for the job required of them. Further, in the traditional type of training colleges for graduates, training in techniques of basic methods of teaching should be made compulsory instead of optional as it is in the Central Institute of Education so that the teachers coming out of these colleges have the necessary background in the basic methods of teaching. More women teachers should be encouraged for training, especially for elementary schools, and the schemes for encouraging the training of women teachers as mentioned earlier should be pushed through with vigour in all the States without further delay. A Sub-Committee of the Estimates Committee which visited the Government Teacher's Training Institute for Women in Daryaganj, Delhi which turned out women teachers for Junior Basic Schools, found that the Institute had a practising school upto the middle standard of a non-basic type. The Committee feel that a Training Institute for Basic teachers must have a practising school on basic lines, otherwise the trainees cannot derive full advantage of the training and have to go to Basic School outside the Institute for practical training.

### G. Expansion of Girls' Education

72. The following table shows the percentage of children in different age-groups at the beginning and close of the First Five Year Plan in elementary schools:—

Age groups	1950-57		1955-56	
	Boys	Girls	Boys	Girls
Primary (6-11)	61	26	72	33
Middle (11-14)	22	5	28	8
Elementary (6-14)	47	18	56	24

73. These figures would indicate that the elementary education of girls has been lagging behind out of all proportion to that of boys.

74. So far as the scheme for expansion of girls education was concerned, the Committee were told that it was proposed to offer attendance scholarships to girl students and to exempt them from any tuition fees in all elementary schools. Under this scheme attendance scholarships would be awarded to girls whose parents apply for it in all elementary schools except Public schools as under:—

	Rs.	n.p.
Grade 1 and 2 . . . . .	..	50 per mensem
Grade 3 and 4 . . . . .	1	00 „
Grade 5 and 6 . . . . .	1	50 „
Grade 7 and 8 . . . . .	2	00 „

75. It was proposed that the attendance scholarships would be made available in kind such as clothes or mid-day meals or books etc. according to the students' felt needs.

76. The representative of the Ministry further informed the Committee that in the Second Five Year Plan a sum of Rs. 2.5 crores was provided for special assistance to women's education and the total provision would be distributed to various States according to the number of girls in age groups 6 to 11 not attending schools in State and their ratio to the total population of the State. That would help the States which were more backward to get more money than the States which were comparatively advanced. The Committee were informed that the letter containing the scheme was issued only on the 2nd November, 1957. The Committee hope that no time will be lost in implementing the scheme and that the funds earmarked for this purpose would be fully utilised. The Committee would like the Ministry to pay more concentrated attention to the question of girls' education in view of the considerable leeway that has to be made up in this direction.

#### H. Expansion and Improvement of Primary Education

77. The following figures as published in the "Review of the First Five Year Plan" show the increase in the number of pupils in age group 6 to 14 years and in the number of institutions during the period 1950-51 to 1955-56:—

Pupils	1950-51	1955-56	Percentage increase
6-11 years . . . . .	18,680,000	24,812,000	32.3
11-14 years . . . . .	3,370,000	5,095,000	50.3
6-14 years . . . . .	22,050,000	29,907,000	35.6

Pupils	1950-51	1955-56	Percentage increase
<i>Institutions</i>			
Primary/Junior Basic School . . .	209,671	277,197	32.2
Middle/Senior Basic Schools . . .	13,596	21,702	59.6

The rate of growth in facilities for elementary education varied in different States and a statement showing the percentage of pupils compared to the total population in the age groups 6 to 11 and 11 to 14 in 1950-51 and 1955-56 in the various States is enclosed as Appendix III.

78. The expenditure on the development of primary education during the First Five Year Plan period at the Centre and the States has been as under:—

(This is in addition to the expenditure on maintenance of the institutions already established).

(Rs. in crores)

	1951-52	1952-53	1953-54	1954-55	1955-56	Total
Primary/Basic Education . . .	12.3	13.3	16.6	20.4	22.2	84.8
Total development expenditure on education including Primary/Basic education at the Centre and States during the same period . . . . .	19.8	22.4	26.6	37.3	46.8	152.9

79. From the figures as published in "Education in India" issued by the Ministry of Education, the increase in the number of recognised primary schools and number of pupils and teachers therein for the period from 1948-49 to 1954-55 has been as under:—

	No. of Primary Schools		No. of Pupils (in lakhs)		No. of teachers
	For boys	For girls	Boys	Girls	
1948-49 . . .	144,421	10,491	92	34	384,005
1949-50 . . .	190,854	13,972	126	48	517,898
1950-51 . . .	195,770	13,901	132	51	537,918
1951-52 . . .	201,068	13,968	136	54	563,678
1952-53 . . .	207,787	14,227	139	56	586,712
1953-54 . . .	224,671	14,711	148	61	623,255
1954-55 . . .	248,701	14,925	156	66	675,801*

\*Out of these 417,816 were trained and 257,985 were untrained teachers.

80. These figures indicate that there has been a steady progress throughout the period in regard to the number of schools for boys and girls, the number of pupils—boys and girls, as also the number of teachers. Three facts, however, stand out boldly:—

- (i) The increase in the number of schools for boys during 1954-55, when compared to the position in 1948-49 is approximately 72 per cent., whereas the corresponding increase in the girls' schools is only 42 per cent. This would indicate that more sustained and concentrated efforts to improve the facilities for girls' education are called for.
- (ii) The goal of providing compulsory, free and universal primary education is yet very much out of sight.
- (iii) The number of untrained teachers is very large.

### I. Qualitative Improvement

81. The Assessment Committee on Basic Education observed as under regarding the condition of primary education in the country:

"We have grave doubts if all those concerned have yet fully realised the pitiable state in which elementary education is quite apart from basic education".

82. The representative of the Ministry informed the Committee that one of the problems that the Ministry has been tackling for the last 10 years has been the problem of wastage in the primary schools. Out of 100 children of Class I, 43 got into Class IV. One of the main recommendations made by successive Commissions and Committees has been the introduction of compulsion. Once a child got into school, if it stayed on till the age of 11, it would ensure that at least 90 per cent. of the children become literate.

83. Regarding the qualitative improvement in primary schools, the representative stated that in the beginning of the First Five Year Plan, teachers in primary schools were paid Rs. 7, 9 and 11 in several States but now the condition of their pay scales was comparatively better. At present about 61 per cent. of the teachers in primary schools were trained and the rest 39 per cent. were untrained. The schools were often housed in poor and shabby buildings. The contingency expenditure given to some of them was only 50 n.p. a month. There were no proper buildings or furniture and other equipment and the State Governments were not able to provide for these things. The Central and State Governments were alive to these problems but they had their limitations as to their resources. The State Governments were starting various projects like refresher courses and seminars and even officers like Deputy Directors and Inspectors of Schools were being given suitable training.

84. Shri N. R. Malkani, M.P., in his evidence before the Committee stated that in his opinion the work of 'consolidation' in the field of primary education was even more important than that of mere



'expansion'. He said that new schools which were being opened in fine buildings had indifferent staff, furniture next to nothing and in some schools the strength of staff came to 2 teachers for 5 classes of 100 to 120 pupils each. The equipment was also insufficient. He suggested that for improvement in the quality of education there should be a definite teacher-pupil ratio and the schools should be well equipped. For the building of schools in rural areas, he suggested that it was not at all necessary to have pucca costly buildings in villages. What was required was a building made of local material with simple and local design which could last for 25 to 30 years.

85. The Committee generally share the views of Shri Malkani on the qualitative improvement in primary schools and would suggest that without checking the pace of expansion in the field of elementary education, the Ministry of Education should pay more attention to the qualitative improvement and for that purpose local resources in the villages and towns should be mobilised and encouraged by way of inviting the local people to share in the expenses of primary schools for furnishing them properly and adequately. A drive for furnishing local schools could attract local resources as in Saurashtra where joint efforts were successfully made by all including the Ministers to mobilise local resources for opening new and furnishing the existing primary schools.

86. The Ministry of Education should also give financial assistance to the State Governments for schemes of medical inspection of school-going children which all States should be persuaded to have.

87. A Sub-Committee of the Estimates Committee which visited a number of institutions in Delhi area, both rural and urban, observed that the primary schools were generally housed in tents, the equipment was poor, there was overcrowding in schools and that the grants to non-Government primary schools recognised by the Education Department were not paid in time. The Committee would recommend that in Union territories directly functioning under the Government of India, conditions in primary schools should not be allowed to remain as they are and the Ministry should make such satisfactory arrangements in those areas for primary education as may be emulated by States with advantage.

#### **J. All India Council for Elementary Education**

88. The Ministry of Education and Scientific Research, by a resolution dated the 17th June, 1957, established an All India Council for Elementary Education with effect from 1st July, 1957 to serve as an advisory body in the field of elementary education, including basic as well as non-basic. The main functions of the Council are to advise the Government of India, the State Governments and the local bodies on all matters relating to elementary education, to prepare a programme for early implementation of Article 45 of the Indian Constitution and to prepare detailed programme for the expansion and improvement of elementary education in each State.

89. The Ministry of Education informed the Committee that the Council had held no meetings so far and an *ad hoc* provision of Rs. 10,000 had been made for its expenditure in the current financial year. No office had been set up, no building had been acquired and no staff had been appointed for the Council so far. The membership of the Council was being finalised in consultation with the State Governments.

90. The representative of the Ministry further informed the Committee that the membership of the Council had been practically finalised. Only one of the States had not sent its nomination. Explaining the relationship envisaged between the Central Advisory Board of Education and the All India Council for Elementary Education, the representative stated that the Central Advisory Board of Education was an advisory body representative of State Education Ministries, Directors of Education and prominent educationists, which advised Government in all phases of education except technical for which there was an All India Council for Technical Education. The Council of Elementary Education would deal with primary and basic education. The report of the Council would be laid before the Central Advisory Board of Education.

91. The Committee feel that it would be advantageous to set a time limit for the preparation of schemes for imparting universal compulsory education entrusted to the All India Council for Elementary Education.

92. Further, the Committee observe from the Government resolution quoted above that the composition of the All India Council for Elementary Education provides for the Educational Adviser to the Government of India and the Head of the Basic and Social Education Division of the Ministry of Education to be the Chairman and Secretary of the Council respectively. The Committee do not appreciate the policy of intimately involving the Ministry with the management of such bodies. They are of the opinion that there should be some machinery on the lines of the University Grants Commission, which may be statutory, autonomous or semi-autonomous. It should be supplied with ample funds as well as sufficient authority to carry on the work in its sphere in consultation with the State Governments.

#### K. Housing for Teachers in Rural Areas

93. The Ministry informed the Committee that so far as centrally sponsored schemes were concerned, there was a sub-scheme included under the general scheme for expansion of girls' education and training of women teachers. Under this sub-scheme it was proposed to provide free accommodation for women teachers in rural areas. The general scheme had been circulated among the State Governments for implementation with financial assistance from the Centre. The detailed proposals from the State Governments were awaited.

94. In so far as the State schemes were concerned the Governments of Bihar, West Bengal and Orissa had included schemes in their Educational Development Programmes under the Second Five Year Plan for providing residential accommodation to teachers serving in rural areas. It was not specified by those State Governments whether the accommodation would be free or not.

95. The Committee enquired whether the Ministry of Education had put forward any scheme to the State Governments to subsidise the building of quarters for teachers and whether the Centre had undertaken to subsidise co-operative housing societies which might be started by the teachers. The Ministry of Education stated in reply that during 1955-56 it was decided by the Government of India that staff quarters attached to Basic Educational Institutions for which no rent was to be charged should be considered as an integral part of the school building and Central assistance was made available for their construction on the same basis as for school buildings. During that year assistance was given to the State Governments and voluntary organisations, where the staff quarters were proposed as integral part of the school building. During the Second Plan, State Governments which had included expenditure on staff quarters for teachers in the expenditure on buildings for schools were receiving assistance from the Government of India on the basis of 50 per cent. contribution. Similarly, for voluntary organisations in the field of Basic education, grants given for the same purpose were:—

1956-57      66 per cent. non-recurring expenditure and 50 per cent. recurring expenditure.

1957-58      50 per cent for both recurring and non-recurring expenditure.

96. As regards co-operative societies of teachers, the Government of India's assistance on the above scale would be available and it depended upon the State Government concerned either to undertake the construction of quarters themselves or through co-operative societies.

97. The representative of the Ministry informed the Committee that the Ministry had given top priority for the provision of free housing accommodation to women teachers in rural areas as women teachers were not willing to be transferred to other places for want of housing accommodation.

98. The Committee feel that the agency of Panchayats in rural areas should be more actively utilised for construction of houses for teachers in rural areas with financial assistance from the Centre and States on a grant-in-aid basis.

99. The Assessment Committee on basic education had recommended that a Committee of Rural Engineers and Basic Education Experts may be set up by the Union Ministry of Education for the

purpose of drawing up plans for cheaper and simple buildings for basic schools. The representative of the Ministry, however, informed the Committee that the Ministry had asked for two experts from the U.S.A. under the T.C.M. project "School building improvement", one an expert on planning and construction of buildings at low cost for a period of 2 years and the other an eminent architect specialised in school architecture for a period of 3 months. Prof. F. P. Schoeter was already working in the country on construction of school buildings at low cost and some of the State engineers were being associated with him to study the problem. The Committee are of the opinion that the Ministry should slow down its programme of construction of costly prestige buildings and utilise the funds thus saved in providing a net work of cheap and simple buildings for basic schools on a planned basis in consultation with the State Governments, so that the fulfilment of the Directive laid down in Article 45 of the Constitution is not delayed any longer.

#### **L. Text Books for Primary Schools**

100. The Ministry informed the Committee that the text books used in the educational institutions in this country displayed a serious lack of planning on the part of authors and publishers. Their contents often showed little regard to the educational requirements of the class or readers for whom they were meant, to the suitability of books including precision and accuracy of facts, to the formulation of suitable exercises and application work. Little attention was given to technical aspects of the work such as the quality and size of paper, the lay-out of the page, size of type, binding, illustrations and the overall set-up of the book.

101. To remedy these defects the Ministry of Education set up a Central Bureau of Text Book Research in May, 1954 with the main object of assisting and conducting research in the improvement of text books. The main functions of the Bureau are:—

- (a) to make a critical survey of the current text books literature;
- (b) to formulate educational criteria and guiding principles for writing text books;
- (c) to prepare a comprehensive scheme of score cards for appraising text books; and
- (d) to make a beginning with the preparation of model text books.

102. The Bureau in the first instance confined its activities to the area of primary school text books and the subjects taken up for investigation were, Hindi, Science, History and Geography. The Bureau made a detailed analysis of about a hundred text books in different subjects. A certain number of foreign text books had also been analysed for comparative purposes. The Bureau also studies the text book selection procedure in vogue in different States and

the steps taken in certain States towards the nationalisation of text books. The Bureau had also been active in discharging its advisory functions and it had given expert advice to several State Governments on such questions as type, size, quality of paper, illustration etc.

103. The Committee note that the Bureau has an advisory-cum-servicing function and that it advises the State Governments on text book selection, planning and production and is intended to prepare model text books. The Committee, however, understand that the Bureau has not so far prepared any model text book of its own during its existence of over 5 years. The Committee consider that this neglected task should be taken up by the Bureau forthwith.

## **IV. BASIC EDUCATION**

### **A. Historical Back-ground**

104. Basic Education as explained by Mahatma Gandhi is essentially education for life and what is more education through life. The traditional method of education through the medium of books has long been recognised as unsuitable for alround development of the child in his formative years and the advanced countries in the West like America and England have accepted the principle of education through activity replacing the traditional class room teaching. A conference of educationists was called by Gandhiji in October, 1937. In the course of his address, Gandhiji outlined his scheme of Basic education in these words:—

“I am convinced that the present system of primary education is not only wasteful but positively harmful. Most of the boys are lost to the parents and to the occupation to which they are born. They pick up evil habits, affect urban ways and get a smattering of something which may be anything but education..... I think the remedy lies in educating them by means of vocational or manual training..... in imparting the whole art and science of a craft through practical training and there-through imparting the whole education. I want that the whole education should be imparted through some handicraft or industry”.

105. The Conference after careful consideration of the scheme put forward by Gandhiji resolved:

- (i) That in the opinion of the Conference, free and compulsory education be provided for seven years on nation-wide scale.
- (ii) That the medium of instruction be the mother tongue.
- (iii) That the conference endorses the proposal made by Mahatma Gandhi that the process of education through this period should centre around some form of manual and productive work and that all other abilities to be developed or training to be given should, as far as possible, be integrally related to the central handicraft chosen with due regard to the environment of the child.
- (iv) That the conference expects that this system of education will be gradually able to cover the remuneration of teachers.

106. The second stage in the development of the idea of basic education was the appointment of a Committee of Educationists headed by Dr. Zakir Hussain. This Committee formulated a detailed scheme popularly known as Wardha Scheme of Education for the introduction of the new system of education. Some of the fundamental features of the Wardha Scheme are as under:—

*Intellectual training in and through Craft*

- (a) The craft or production work chosen should be rich in educative possibilities and it should find natural points of co-relation with important human activities and interests. It suggested agriculture, spinning and weaving, cardboard work, wood work and metal work as the basic crafts which could be utilised with greater advantage in the syllabus.

- (b) *Medium of Instruction*

The mother tongue was to be the medium.

- (c) *The productive aspect*

Rural education was to be made self-supporting if it was to be compulsory. But there were obvious dangers of stressing the economic aspect to the sacrifice of the cultural and educational objectives.

- (d) *Relationship with life*

They syllabi have to be based on three centres, intrinsically inter-connected, as the foci for the curriculum i.e., the physical environment, the social environment and craftwork.

- (e) *Citizenship*

The scheme was designed to produce 'workers' who will look upon all kinds of useful work including manual labour, even scavenging, as honourable and who will be both able and willing to stand on their own feet.

- (f) *Age range*

The Wardha Scheme laid down a seven years' course of education from the age of 7 to 14.

107. The post war educational development programme prepared by the Central Advisory Board of Education recognised the necessity of converting the old primary schools into Basic Schools and the Board worked out in details the cost that had to be incurred for that purpose. It worked out the cost both for junior and senior schools at Rs. 200 crores at the 1944 price level and pay scales etc.

108. The main conclusions of the Board in regard to primary education on basic lines are given below:—

- (i) A system of universal, compulsory and free education for all boys and girls between the ages of six and fourteen

should be introduced as speedily as possible though in view of the practical difficulty of recruiting the requisite supply of trained teachers it may not be possible to complete it in less than forty years.

- (ii) The character of the instruction to be provided should follow the general lines laid down in the reports of the Central Advisory Board's two Committees on Basic Education.
- (iii) The Senior Basic (Middle) School, being the finishing school for the great majority of future citizens, is of fundamental importance and should be generously staffed and equipped.
- (iv) All education depends on the teacher. The present status and remuneration of teachers and especially those in Primary Schools are deplorable. The standards in regard to the training, recruitment and conditions of service of teachers prescribed in the report of the Committee approved by the Central Advisory Board in 1943 represents the minimum compatible with the success of a national system: these should be adopted and enforced everywhere.
- (v) A vast increase in the number of trained women teachers will be required.

In the earlier stages antagonists of basic education characterised it as a scheme of production with conscript child labour. Such misconceptions arose partly through the wrong emphasis on the role of craft in the syllabus. More than once it was emphasised that the craft education was not intended to produce men who will directly step into one or the other occupation, but to exploit the educative possibility of a craft in giving a child a harmonious development of his intellect by the use of his manipulative skill. Dr. Zakir Hussain emphatically refuted the charge that the child labour was to be exploited for economic purposes. But in spite of this and the practical experiments in basic education in the States and the attempts made by the Central Ministry of Education to clarify the aim and objects of the basic education, confusion continued to prevail till as late as 1956.

## B. Progress in Basic Education

### (a) *Introduction*

109. The Assessment Committee in the year 1955-56 observed:—

“We found from our study in States that Basic Education is interpreted in various ways even by people in high authorities. It is our considered opinion that the fundamental characteristics and values of Basic Education should be defined and elucidated as often as necessary. This is not a plea for rigidity or inelasticity but for clarity”.



The Ministry of Education issued in 1956 a pamphlet entitled "The Concept of Basic Education" which was circulated to all State Governments. The outline of Basic Education as set out in the pamphlet was approved by the Central Advisory Board of Education at its meeting held in 1956. The Conference of Education Ministers held on 2nd and 3rd September, 1956 also passed a resolution approving the concept of basic education. They resolved:

"This conference of Education Ministers reaffirms that the Centre and State Governments have accepted basic education as the pattern of elementary education in conformity with the enunciation of the concept of Basic Education as clarified recently by the Basic Education Standing Committee and endorsed by the Central Advisory Board of Education. In view of this Conference, this declaration should form the basis for the development of basic education in the country".

110. Basic education has thus been accepted as a pattern of elementary education in the country after long drawn deliberations of nearly twenty years.

#### *(b) Quantitative Development*

111. The First Five Year Plan envisaged that the number of junior basic schools would increase from 35,002 in 1950-51 to 42,833 in 1955-56 i.e., by 22 per cent. The number of pupils in these schools was expected to increase from 29,00,322 in 1950-51 to 52,76,278 in 1955-56 i.e., by 81 per cent. During the year 1955-56 the final year of the First Plan, the number of basic schools in the country was 47,813 out of which 31,898 were Elementary Schools in Uttar Pradesh which the Government of that State considered as basic schools. The number of non-basic elementary schools in the same year was 2,35,167 excluding Uttar Pradesh. The percentage of basic schools to non-basic elementary schools was, therefore, approximately 20. During the year 1956-57 as many as 3,464 non-basic elementary schools were opened as against the 964 basic schools. The statements at Appendix IV show the increase in the number of basic and non-basic elementary schools in the country state-wise during the First Five Year Plan period.

112. In the Second Plan the targets for basic schools are as follows:—

- (i) Number of Junior Basic Schools will be increased from 8,360 to 33,800.
- (ii) Number of Senior Basic Schools will increase from 1,645 to 4,571.
- (iii) Enrolment in Basic Schools will rise from 11,00,000 to 42,24,000 students.

113. The Committee note that as against a total of 38,371 basic schools (both Junior and Senior), the number of non-basic elementary schools at the end of the Second Plan period is expected to be 3,26,800 which means that the percentage of the basic schools to non-basic schools will be approximately 11·6 as against 20 per cent. at the end of First Five Year Plan. This is a situation which cannot be viewed with equanimity.

(c) *New basic schools and conversion of non-basic schools into basic schools*

114. During the First Five Year Plan period approximately 13,608 basic schools were established either by conversion or by starting new schools but the exact break-up of the figures of converted schools and new schools is not available. It is rather unfortunate that the Ministry should not have these figures. During the year 1956-57, however, 964 new basic schools were opened in different States and about 772 schools were converted into basic schools. It will be observed that in the States of Andhra, Assam, Bihar, Kerala, Madras, Rajasthan, Tripura, Delhi and Himachal Pradesh no new basic school was started during 1956-57. During the same period about 3,464 non-basic schools were started as shown below:—

Andhra Pradesh . . . . .	119
Bihar . . . . .	770
Bombay . . . . .	355
Kerala . . . . .	99
Madhya Pradesh . . . . .	859
Mysore . . . . .	282
Orissa . . . . .	513
Rajasthan . . . . .	217
Uttar Pradesh . . . . .	250
TOTAL . . . . .	<hr/> 3,464 <hr/>

115. The Ministry of Education stated that the need to reorient elementary education on basic lines was felt long ago but the work in that field before the First Five Year Plan was limited to a few States and areas and was largely of an experimental and pioneering character. The lack of resources and trained personnel were two great barriers in the conversion of ordinary schools into basic and the starting of new basic schools. The Ministry, however, added that it was not considered advisable to take a general policy decision to the effect that all new schools to be started should be of the basic pattern. Because, if it was made a matter of policy that every new school should be basic school, it would retard the expansion of education instead of furthering it. Besides, the expenditure already incurred on non-basic schools would not be a waste as the buildings, furniture and other articles provided therein would be equally useful when the schools were converted into basic. Moreover, it was further stated that provision was being made to introduce crafts and important features of basic education in all existing and newly

opened elementary schools which could further facilitate their conversion into basic.

116. The Committee note that the progress in basic education has not been as it should have been. The Committee feel that much more could have been done in the matter of expansion of basic education if steps were taken earlier to re-orientate all the existing primary schools towards basic pattern. Further, the Committee are not convinced by the reasons given for opening fresh traditional types of schools side by side with the basic schools. The Assessment Committee on basic education had recommended that the financial assistance given for the improvement or spread of elementary education should be earmarked by States for basic education. The Committee are of the opinion that unless the Centre utilises its resources earmarked for elementary education predominantly for the improvement and spread of basic education in the country, the progress of basic education will continue to be extremely slow. They, therefore, call attention to the recommendation of the Assessment Committee on Basic Education that the Union Government should insist that any financial aid given by it directly or indirectly to improve or spread elementary education is strictly earmarked by the States for basic education i.e., Basic Schools and Basic Training Schools.

(d) *Conditions in Basic Schools*

117. The Assessment Committee on Basic Education in their Report published in 1956 have given a graphic account of the conditions in Basic Schools in different States. They have stated that the picture about Basic Schools is a very mixed one. In the four States that they visited they saw some good basic schools and many bad ones. The Basic Schools they saw in some of the States were without the minimum equipment needed for basic education and the teachers were mostly ill-trained. 'In one State all schools were rather indiscriminately called Basic Schools.' Taking the picture as a whole, the Assessment Committee held that the basic education at the basic schools level was certainly not satisfactory.

118. The Ministry of Education stated that no comprehensive assessment on a scientific basis of the academic attainments of basic and non-basic school children throughout the country had been made so far. Wherever some enquiries had been conducted it was found that in some way children of basic schools were superior and in other ways those of ordinary schools. The Ministry further added that the National Institute of Basic Education was examining the question of comparing the achievements of basic and non-basic school children on a small scale but no systematic study of the subject had yet been made by the Government. The Committee are of the opinion that such a systematic study would be useful and might be undertaken with advantage by the National Institute of Basic Education.

119. The Ministry informed the Committee that a syllabus was prepared for general guidance of the State Governments and was circulated to all the States. The syllabus was only suggestive and it was not the intention of the Ministry to make it rigid for acceptance by the State Governments.

120. The representative of the Ministry further informed the Committee that the standard of basic education in both rural and urban areas was not as satisfactory as they would like it to be. The two most important steps which had to be taken for that purpose were the improvement of salaries and the improvement of training of teachers. For the improvement of training it was necessary to carry out investigations into the methods and techniques and that was being done partly by Post Graduate Training Colleges and by the National Institute of Basic Education. The representative further added that it was recommended that the period of training of basic teachers should be increased from 1 to 2 years. As a result, in a number of States the period of training was raised to two years. In order to remove the misgiving of the rural people that Basic education was inferior to the traditional, the representative added, that a number of steps were proposed to be taken to educate public opinion on all aspects of the system of basic education. There would be non-official Boards of Basic Education in various States which would serve as liaison between the Education Department and the public, with the dual purpose of guiding the Education Department and securing public co-operation. The Governments of Assam, Bihar, Kerala, Orissa, and Delhi have already set up such Boards in their States. There was also a proposal to celebrate a Basic Education Week each year, to hold exhibitions of work done in basic schools and to hold meetings and organise functions in the basic schools where the grievances of villagers would be discussed. Further, Basic Education would also be introduced now in urban areas.

121. The Committee had the privilege of listening to the views of some eminent non-officials interested in Basic Education and they were unanimous that the system and standard of basic education as prevailing at present in the basic schools by and large was not at all satisfactory and that many of the existing Basic Schools were basic in name only. The Committee consider it unfortunate that even after 20 years of the enunciation of the scheme of basic education, the standard existing in the basic schools should be poor and that the Central Ministry should be still concerned about proposals for improving the standard. The Committee would recommend that the steps proposed to raise the standard of Basic Education should be expedited so that the existing misgivings in the mind of the public are removed as early as possible and Basic Education is put on sound lines throughout the country. The Committee would also suggest the following further steps in that direction:

- (1) The impression that Basic Education is meant for rural areas and traditional education for urban areas should be removed;

- (2) It should be ensured that the standard of academic attainment (as distinguished from the craft training) in basic schools is on a par with the same in the corresponding classes in the traditional schools;
- (3) More Basic schools should be started in urban areas by converting the existing traditional schools into basic;
- (4) The programme of reorientation of existing primary schools towards basic should as far as possible, be given higher priority and the work should be completed by the end of the Second Plan;
- (5) The Ministry should make efforts to create confidence by explaining the scientific scope of basic education and its inherent qualities in building national character and love for manual work;
- (6) The equipment and productive out-put in Basic schools should be improved and necessary arrangement for timely supply of raw material to Basic schools should be made;
- (7) All efforts should be made to maintain high standard in basic schools and the work of consolidation should be given due attention along with the work of expansion;
- (8) Leaders in political and administrative field, who have faith in Basic Education, should give preference to Basic over traditional education so far as their own children are concerned.

*(e) Post Basic Schools*

122. The Assessment Committee on Basic Education observed that the uncertainties as to what would happen to children who passed out of senior basic schools and who wished to go up for higher education gave cause for profound anxiety to the parents.

123. The Ministry informed the Committee that the requirements of the students passing out of Senior Basic Schools for further study would be met by the Post Basic Schools. During the First Five Year Plan 28 Post Basic Schools were established out of which 14 were in Bihar; other States having Post Basic Schools were Assam 5, Bombay 4, Madras 4 and Orissa 1. As to the reasons for such a low figure of Post Basic Schools, the Ministry stated that Basic Education had not developed to the Post Basic level in most of the States. Besides, a large number of elementary schools were to be converted into basic and that was given prior consideration. In the Second Plan, provision had been made for financial assistance to State Governments for furthering programmes of expansion of basic education in general and the establishment of Post Basic Schools in particular. A separate scheme for the establishment of Post-Basic schools was finalised and circulated to the State Governments for implementation from the current year. This scheme

provided for financial assistance to the extent of 60 percent of the recurring and no-recurring expenditure for that purpose. For the year 1957-58 a provision of Rs. 8 lakhs was made for the establishment of Post Basic Schools.

124. Regarding the existing practice for the admission of students from Senior Basic Schools for further study, the Ministry stated that the practice varied from State to State. Generally speaking, students of the Senior Basic Schools were treated at par with the pupils from the non-basic schools in the matter of admission into multipurpose schools or high schools. In the Madras State, the pupils of the Senior Basic Schools were admitted into multipurpose high schools after a test conducted by the school authorities. In Madhya Pradesh, the pupils were treated at par with other pupils from non-basic schools, if they had offered English as an optional subject at the Senior or Basic stage. In Delhi students of Senior Basic Schools were admitted to multipurpose schools in the same way as students from non-basic middle schools. In Bombay, there was no differentiation between pupils of Basic and no-basic schools in respect of admission to secondary schools and all students from Senior Basic Schools could join any type of secondary school *viz.*, multipurpose ordinary or post-basic.

125. The Ministry further stated that all the issues concerning post-basic education were examined by the Assessment Committee on Basic Education, the Standing Committee of the Central Advisory Board of Education, the Central Advisory Board of Education and the Education Ministers Conference held in September, 1956. The findings and recommendations of the above mentioned bodies were as under:—

*Sub-Committee of Standing Committee*

- “(a) The students who have passed through the post-basic schools may be considered equal to secondary or higher secondary schools students according to the number of years of instruction that they have undergone as compared to the number of years prescribed for high schools and higher secondary schools in the various States concerned.
- (b) Opportunities for higher education to students passing out of post-basic schools should be provided. State Secondary Education Boards should test the students of post-basic schools in a manner suitable to the system of Basic Education and on the result of these tests those students who have come out successful may be declared eligible for higher education in the same manner as successful students of the traditional schools”.

*The Central Advisory Board of Education*

“The Board was concerned about the fact that boys passing out of Post-Basic schools were not able to get admission into Universities

for higher education. In this connection it endorsed the recommendations of the Sub-Committee appointed by the Standing Committee on Basic Education to examine the question of admission into Universities of boys passing out of Post-Basic schools".

*Basic Education Assessment Committee*

- "(a) It is of utmost importance to guarantee proper dovetailing of basic education with secondary education in such a manner that equal years of study in different types of institutes will be considered as of equal value for purposes of admission into institutions of higher education.
- (b) It will presently become necessary for Universities to recognise Post-Basic education for purposes of admitting pupils passing out of Post-Basic Schools.
- (c) The State Governments should also give Post-Basic schools full chance in their scheme for recognition of such schools".

*Standing Committee of C.A.B.E.*

"Post Basic schools should be regarded as an integral part of the secondary education system and that Boards of Secondary education should evolve an examination suitable for Post-Basic schools. On the result of this examination successful candidates should receive certificates identical with those awarded to candidates who successfully complete the higher secondary course".

*Education Ministers' Conference held on 2nd and 3rd September, 1956*

"The standard of education given in Post-Basic schools should be as high as, or even higher than, that in ordinary secondary schools. When this is ensured, negotiations for their recognition should be carried on with the Universities".

126. The Ministry added that these recommendations were brought to the notice of State Governments, Universities, University Grants Commission and Inter-University Board for implementation and comments. The State Governments had generally expressed agreement with the recommendations. However, most of the States had stated that they had not so far developed basic education to the Post-Basic stage and as such the question of recognising basic education and finding admission into institutions of higher education etc., to Post-Basic students did not confront them for the present. The reply received from the Government of Bombay where some progress had been made in Post-Basic Education was as under:

"The recommendation is already carried out in the State. The Post Basic Schools are given recognition as Secondary Schools and as such they are eligible to send their students to the Secondary School Certificate Examination; and students passing out of the Secondary

School Certificate Examination will be eligible for admission to Universities. The Secondary School Certificate Examination as conducted in this State offers a variety of choices so that the Post-Basic School students can take a combination suitable to the crafts taught in these schools".

127. As for the Universities, most of those from whom replies had so far been received had stated that the matter would be placed before their Boards of studies.

128. The final reply of the University Grants Commission was still awaited. The Inter-University Board had informed that they were collecting the information from the State Governments and the matter would be processed further by their Standing Committee.

129. The representative of the Ministry informed the Committee that the Ministry had advised the States to remove all restrictions in the further study of pupils of Basic Schools. The States were advised to provide the same quantum of syllabus in various subjects in the senior Basic Schools as in the middle schools, to start teaching of English at the same stage and to freely admit pupils passing out of senior Basic Schools in traditional High Schools.

130. The Committee note that the question of providing further avenues of education to the students of the senior Basic and Post-Basic Schools is receiving the attention of the Ministry. The Committee are entirely in agreement with the views of the Assessment Committee on Basic education in this respect that (a) the whole question of Post-Basic Schools should be fully discussed and there should be some clear declaration of policy in regard to the same, (b) the pupils passing out of Senior Basic Schools who wish to join secondary schools other than Post-Basic Schools should be permitted to do so, and (c) the pupils passing out of Post-Basic Schools should be permitted to join in appropriate courses of studies in the Universities.

131. The Committee recommend that clear and unambiguous enunciation of policy on these lines and the issue of suitable instructions by the various authorities concerned should be expedited.

#### (f) *Model Basic School*

132. The Ministry informed the Committee that they had worked out of a detailed scheme for the establishment of a Model Basic school in Delhi on the recommendation of the Standing Committee of the Central Advisory Board of Education. The scheme had been agreed to in principle and the details were being worked out. The school was meant to be an urban school to meet the view held by many that Basic was an inferior type of education reserved for rural areas. The school was also to be used for demonstrating to the public the efficiency of basic education under favourable circumstances. The expenditure on the school was expected to be about Rs. 7 lakhs for the total second Plan period.



133. For the location of the Model Basic School in Delhi, the representative of the Ministry stated that there were great many misunderstandings about basic education in urban areas and so it was intended to try the experiment in Delhi where there was no Model Basic School and where it would be possible for the Ministry to supervise its working effectively.

134. To a question of the Committee whether it was necessary for the Ministry to have the school under its direct administrative control, the representative replied in the affirmative adding that in that case the school would be closely associated not only with the Ministry but also with the National Institute of Basic Education. The Standing Committee on Basic Education could be an assessment Committee and could give much guidance and assistance whenever found necessary. Besides, the officers of the Ministry dealing with problems of Basic Education would also have an opportunity to visit it and give proper advice.

135. The Committee feel that the reasons given by the representative of the Ministry are not fully convincing in that the officers of the Ministry and other bodies mentioned could give advice and guidance even if the control of the school was entrusted to an independent body. The Committee, therefore, suggest that the proposed Model Basic School should be put under the charge of a Board consisting of persons with sufficient experience in the field of basic education.

136. The Committee would further recommend that another Model Basic School should be established in a rural area so that a comparative study of the experiences of urban and rural model schools could be made with advantage.

### C. National Institute of Basic Education

#### (a) *Introduction*

137. The necessity of a research Institute for furthering research in basic education was keenly felt for a long time as no system of education can sustain itself without proper and progressive research in different fields of its working. The Assessment Committee on Basic Education referred to this problem. The Standing Committee on Basic Education of the Central Advisory Board of Education at its meeting held in March 1955, recommended the setting up of a Research Centre for Basic Education. The scheme was approved by the Planning Commission during the First Plan period and the National Institute for Basic education was established accordingly on the 1st of February, 1956. During the first year of its existence a major part of its time was devoted to organisation of office and recruitment of staff. The Institute is housed in a rented building in Friends Colony in New Delhi at monthly rental of Rs. 1100|-.

#### (b) *Constitution, scope and functions*

138. The National Institute of Basic Education is a subordinate office of the Ministry of Education and Scientific Research with a

**Director as its administrative head. Its main functions are as follows:—**

- (i) To undertake research from an all India point of view in the field of basic education on matters like:—
  - (a) Correlation and other problems of teaching methods.
  - (b) Curriculum construction.
  - (c) Research in crafts.
  - (d) Improvement of craft equipment and materials.
  - (e) Production of literature for children and teachers including guide books for teachers.
  - (f) Craft for basic schools in urban areas.
  - (g) Optimum time which may be allotted in curriculum to various crafts.
  - (h) Factors involved in reconstituting schools on the basic pattern.
- (ii) To undertake the training of basic education workers at higher level i.e. Inspectors, Administrators and Supervisors and to associate itself in various ways with the work of the existing basic Training Institutions.
- (iii) To function in an advisory capacity and as a clearing house of information on various issues to be referred to it by the Central and State Governments.

139. To guide the formulation and conduct of research work there is an advisory committee consisting of officials and non-officials with the Minister of State for Education as its Chairman.

140. The Ministry informed the Committee that the Institute sought the co-operation of all institutions in the field of basic education including Hindustani Talimi Sangh, Wardha, Jamia Millia and other Post Graduate Basic Teachers' Colleges whenever necessary. It was also trying to co-ordinate the work of such institutions through activities like publication of Basic Education Abstracts, organisation of research programmes and seminars and by acting as a clearing house of information for all such institutions.

141. To a question of the Committee whether it would not be advantageous to make the National Institute of Basic Education an independent body instead of making the institute a sub-ordinate office of the Ministry, the representative stated that in earlier stages of developing such institutions it was necessary to have close liaison between the Ministry and the Institutions. Besides, there was an advisory committee for the Institute presided over by Dr. Shrimali, Minister of State for Education and including some officials of the Ministry to guide and supervise the general development. The institution was under the Ministry for budgetary purposes and things could be looked after much more quickly than would be the case otherwise. The actual work in the Institute was the charge of the Director.

142. The Committee feel that there has been a tendency which has been marked in recent years of each Ministry taking to itself

more and more of administrative and executive work which really does not fit in with the original conception of a Secretariat organisation for dealing with policy matters distinct from day to day administration and executive functions. The Committee, therefore, suggest that the Ministry, instead of directly administering such institutions, should gradually hand them over to other agencies created for that purpose. In this way the Ministry may continue to have general overall control so far as policy is concerned; it should not involve itself directly in the administrative and executive functions.

(c) *Research work*

143. The following items have been taken up for research at the National Institute of Basic Education. The investigations are still in progress:—

- (1) Analysis of basic syllabi;
- (2) Analysis and evaluation of Graduates Basic Training Colleges syllabi;
- (3) Evaluation of Hindi readers used in basic schools of Hindi speaking States;
- (4) Difficulties experienced by basic school teachers;
- (5) Measuring educational potentiality of crafts.

144. The Institute has circulated to all the States and Institutions connected with basic education an outline of their research programme and the various problems undertaken for research. A report (Part I) on the educational potentialities of the crafts has been prepared and circulated for comments. The report has focussed its attention on formulating the factors contributing to the educational potentiality of the craft. After analysis of 16 factors and comments thereon a final list of 10 factors was drawn up and sent to eminent men in the field of basic education with a view to giving weightage to them. Data regarding the analysis of the basic schools syllabi has been collected and the replies received are under processing. No scholars are working in the field of research except the members of the staff of the Institute who are engaged on educational research. So far no practical tests in the basic schools or colleges have been conducted. Questionnaires on the subjects under study have been framed after the study of necessary material and have been circulated for replies.

145. As regards the delay in initiation of research and other work of the Institute, the Director of the Institute informed the Committee that the delay was due to the fact that the staff in the Institute joined at different periods as U.P.S.C. took more than six months in filling up the posts.

146. The Committee feel that as there was an urgent need of research being done in the field of basic education, attempts should have been made from the very beginning to equip the Institute in that respect without any loss of time. Further, the Committee agree in this respect with the recommendation of the Assessment Committee on Basic Education that in selected Basic Training institutions already

functioning and in the Graduate Basic Training Colleges, provision for research in basic education should be made and scholarships should be offered to the best trainees in such training institutes to encourage them to undertake the research work. The Committee would prefer Research units working in different regions on the problems connected with Basic Education in their region under the overall guidance of the National Institute.

(d) *Publications*

147. As a part of its publication programme, the National Institute of Basic Education had brought out a Basic Education Abstracts which was sent to Basic Training Institutions. This Abstract was intended to record in brief the developments in basic education published in books, research reports, articles and other sources. The second issue was in the press and both the numbers would be printed. Other material under preparation or in the press are:

- (a) Basic activities to be introduced in non-basic schools (in English and Hindi).
- (b) Exhibitions in Basic Education.
- (c) Research in basic education.
- (d) Text books in basic education.
- (e) Trends in curriculum-making in Graduate Basic Training courses.
- (f) A brochure on the development of basic education from 1948-49 to 1954-55.

148. The Committee note that many of the pamphlets, brochures etc., intended to be issued by the Institute, are yet in the preparatory stage. The Committee understand that the Institute proposes to start a quarterly journal\* on basic education both in Hindi and English.

(e) *Training of Administrative and Inspecting Officers*

149. No training programme has so far been organised by the Institute and it was stated that it would be taken up at a later stage when the staff had been built up and the Institute was established in a better building. The Committee would like to quote below the observations of the Assessment Committee on Basic Education regarding the need of training of Administrative and Inspecting Officers:—

“It is at the administrative level today, more than at any other, that serious difficulties arise in development of basic education. Education Departments are concerned with innumerable problems. Basic Education is even now only a small and side item in their programmes of work. In none of the States did we find a Director of Public Instruction to whom basic education was an issue of the utmost importance, nor did we find any of them fully conversant with the problems of basic education in their respective States.”

---

\*N. B. The First issue of the Journal has since been published and has made a promising start.

150. The Committee would, therefore, recommend that the Institute should undertake without any loss of time the training of basic education workers at the higher level, i.e., Inspectors, Administrators, Supervisors etc., to enable them to properly appreciate the problem in the field of basic education.

*(f) Clearing House of Information .*

151. The Sub-Committee of the Estimates Committee which visited the National Institute of Basic Education learnt that all the State Governments had co-operated in the different projects of the Institute by supplying replies to their questionnaires and by referring some of their problems to it. The basic training colleges had also referred certain problems to it. A research worker from New York and one from Sweden had also referred some problems to the Institute. The Committee feel that it would be advantageous to associate the officials of the State Governments more closely with the Institute. Those officially connected with basic education and teachers from post-graduate training colleges can work in the Institute for a limited period on the problems faced by them taking the help of research workers in the Institute. This would increase the co-ordination between the agencies and the Institute.

*(g) Location of the Institute*

152. The Ministry of Education stated that a decision has been taken to locate the National Institute of Basic Education in a rural area. The representative of the Ministry further stated that they had examined 4 or 5 sites but no site had been finally selected. It was intended to locate both the Institute of Basic Education and the National Institute of Fundamental Education in one compact building in rural area where there were basic and primary schools and opportunities for social education work existed. The Directors of the Institutes were asked to select the best place, fulfilling the above conditions. Asked about the advisability of locating the Institute in the capital of some towns in former Indian States where good buildings were available, the representative stated that a special kind of area was necessary for such Institutions and they could not be located in places. What was required was a building specially designed for the purpose on a comparatively modest scale located in rural area and for that purpose a provision of Rs. 7 lakhs was already made.

153. The Committee feel that the question of locating the National Institute of Basic Education should be further reviewed and the feasibility of locating it at a place where there are already vacant buildings available should be examined. The Committee would suggest that the Institute should be located in an area where some kind of research in basic education has already been undertaken and that the real necessity or otherwise of spending another seven lakhs of rupees in these days of financial stringency should be carefully examined. The Committee note with satisfaction the assurance given by the representative of the Ministry that the Ministry will examine the possibility

of finding such suitable alternative accommodation. The Committee also suggest that the feasibility of setting up this Institute in Wardha where the idea of Basic Education was given shape might be examined by the Ministry.

#### (h) *Budget of the Institution*

154. The Institute started working on the 1st February, 1956 and hence practically no expenditure was incurred during 1955-56. A budget provision of Rs. 2 lakhs was made during the year 1956-57 out of which a sum of Rs. 58,676 only was spent. It was explained that the whole amount could not be spent as (a) all the staff could not be recruited in 1956-57; (b) all equipment could not be purchased; and (c) provision of Rs. 30,000 for payment of rent was not spent as the office was situated in the premises of National Fundamental Education Centre which was also a Government Institution.

155. A lump sum budget provision of Rs. 2 lakhs has been made for 1957-58, which has been divided as follows:—

	Rs.
Pay of officers . . . . .	20,640
Pay of establishment . . . . .	35,535
Allowances and Honoraria . . . . .	27,127
Other charges . . . . .	116,698
TOTAL . . . . .	200,000

### D. Craft and Productivity Aspect in Basic Education

#### (a) *Introduction*

156. In every progressive system of education importance of craft has now been widely recognised. In the West the importance of craft in the formal education of the child was recognised in the nineteenth century and in a Swedish school handicraft was introduced as a subject in 1872. On this subject Gandhiji said "We have upto now concentrated on stuffing children's mind with all kinds of information, without even thinking of stimulating or developing them. Let us now cry a halt and concentrate on educating the child properly through manual work, not as a side activity, but as a prime means of intellectual training."

#### (b) *Choice of crafts*

157. In the Wardha Scheme on Basic Education it is laid down that the craft or productive work chosen should be rich in educative possibility and that it should find natural points of correlation with important human activities and interests. Gandhiji expressed his views in this regard in the following words:—

"My plan to impart education through the village handicrafts like spinning, carding etc., is thus conceived as the

spearhead of a silent social revolution fraught with most far-reaching consequences. It will provide a healthy and moral basis of relationship between the city and the village and thus go a long way towards eradicating some of the worst evils of the present social insecurity and poisoned relationship between the classes. It will mean a new educational technique where progressive self-reliance in all aspects of a healthy and balanced life—economic, physical, social, moral and cultural—forms the medium of instruction; and the necessary knowledge of subject-matter is given, habits and attitudes formed and developed through this process."

158. The Ministry informed the Committee that spinning, weaving, gardening and horticulture (leading to agriculture) were the main crafts chosen for basic schools. Carpentry, toy-making, leather work and needle work were often chosen as subsidiary crafts. In choosing a craft the following factors were taken into consideration:—

- (i) whether the craft was practised in the locality in which the school was situated;
- (ii) its educative possibilities; and
- (iii) children's liking.

Zakir Hussain Committee recommended the following crafts for the basic schools:—

- (i) spinning and weaving;
- (ii) carpentry;
- (iii) agriculture;
- (iv) fruit and vegetable gardening; and
- (v) leather work.

They also pointed out that any other craft for which local and geographical conditions were favourable may also be introduced in the schools. In the 'syllabus for basic schools' published by the Ministry of Education, the additional crafts suggested are (a) book-craft including paper and card-board work leading to wood and metal work, (b) clay work and pottery (c) fisheries and (d) home craft.

160. The Ministry further stated that in most of the basic schools in the country, cotton craft (spinning and to some extent weaving also) or gardening was usually the craft taught. Besides these, paper and cardboard work leading to wood work, metal work, cane and bamboo work, coir work, fisheries, leather work, clay work, pottery, home craft etc., were some of the crafts which were either taught or were considered for being taught in some basic schools where these crafts were in existence in the locality. The leather work was introduced in some senior basic schools in Uttar Pradesh. It was also a subsidiary craft in few other States. The Ministry was not sure whether fishery was introduced as a craft in a basic schools in any State.

161. The Committee understand that the National Institute of Basic Education has undertaken investigations to measure educational potentialities of crafts with a view to determining the extent to which academic knowledge can be imparted through each of the crafts, the extent to which each of the crafts may be expected to arouse and sustain the interest of schools children, the extent to which each craft could be spread over the various grades in their gradually increasing difficulty and complexity etc. The Committee would, however, re-emphasise that in view of the importance of craft and the co-relation of teaching through its medium in the curriculum of basic schools, the Ministry should take all steps to see that the selection of craft in basic schools is done carefully and that the teaching is scientifically correlated with craft and not done mechanically as is reported to be the case in a number of basic schools in the country at present.

*(c) Productive aspect*

162. Gandhiji made two claims for Basic Education. Firstly, that through crafts a better type of education could be imparted and that practice of craft far from effecting the efficiency of education would improve its quality; and secondly, that it could be self-supporting through the work of the child though for the first or even second year's course it may not be so. He held: "If such an education is given, the direct result will be that it will be self-supporting. But the test of success is not its self-supporting character, but that the whole man has been drawn out through the teaching of the handicraft in a scientific manner. The self-supporting part should be the logical corollary of the fact that the pupil has learnt the use of every one of his faculties."

163. The Wardha Scheme of Education supported the self-supporting aspect of basic education with a warning against the obvious dangers of stressing the economic aspect to the sacrifice of the cultural and educational objectives.

164. The representative of the Ministry informed the Committee that when the productive aspect was emphasised by Gandhiji, the Central Advisory Board of Education had generally accepted the Basic Scheme leaving out the point of productivity. They held that the aspect of making the schools self-sufficient should not be emphasised. Thereafter due to efforts of Dr. Zakir Hussain they have changed that opinion but still there was no general agreement on that point. But there was now a growing opinion that basic education could not be made really effective unless the products of the children's work were good enough to be saleable. There should be real evidence of honest and hard work put into the products. The emphasis should be on the workmanship.

165. Acharya J. B. Kripalani who gave the benefit of his views to the Committee rightly stressed that the whole essence of basic education was that the craft work must be done with care and with proper knowledge, otherwise it would be defective education. He added that Gandhiji had an idea that craft work in basic education



should be able to meet the salaries of the teachers and if the work was carefully done it could do that. He further added that in Sevagram more than 50 per cent. of the expenses of the school were defrayed by the work that was done in the school and that in some schools even 75 per cent was met out of the work done. According to him, the primary condition of a successful school was that the craft-work should be done meticulously so that it could bring some income. It might not be 25%, 30% or 50%, but in the total education budget of a State it would be a substantial amount. The Committee generally are in agreement with these views.

166. The Committee understand that on the recommendation of the Central Advisory Board of Education the Ministry of Education appointed a Committee of two officers which studied the question of productive aspect in Basic Schools in different States and found that the highest percentage of self-sufficiency reached by Junior Basic Schools in India (1950-51) was about 12.1. Amongst Senior Basic Schools, the Mathia Senior Basic School, with wood and metal work as craft in the top three grades, was found to be self-supporting to the extent of 44.03 per cent. The Sevagram Basic Schools reached the maximum limit of being self-supporting with its 63 per cent.

167. The Committee are convinced that if the Basic schools are well equipped with the necessary raw material, tools and appliances as well as sufficient land and livestock in case of agricultural basic schools and are staffed and supervised by well trained persons having faith in the objective of self-sufficient and self-supporting education, the productive aspect of Basic Education would certainly receive a fillip and the existing misgivings in that respect will be removed. The Committee, therefore, suggest that productive aspect in Basic Education should not be overlooked and some standard targets of production should be laid down for different classes keeping in view the age of pupils, the equipment supplied and the nature of the craft. These targets should be periodically reviewed and suitably improved upon as more experience is gained. Care should, however, be exercised to see that the productive aspect does not, in any way, undermine the academic aspect of training.

#### *(d) Disposal of Basic School Products*

168. The Second Wardha Education Committee of the Central Advisory Board of Education observed:—

"The basic education scheme centres round a productive basic craft. Means will have to be devised for the disposal of the marketable articles thereby produced. An economical method of marketing is essential, and as this is beyond the scope of any individual school it will only be possible if a Central agency in each province undertakes this work. . . . the provincial government in each case should undertake direct responsibility for this organisation."

169. The Ministry informed the Committee that the practice in regard to disposal of products in basic schools varied from State to State and even within a State from craft to craft.

170. The Ministry further added that at present majority of basic schools in the country were Junior Basic Schools and the quality of the products was not, generally speaking, good enough to attract buyers in the open market. The question of disposal of articles produced by basic schools was considered by the Standing Committee in their meeting held in June, 1955. That Committee expressed the opinion that they could be consumed by the school community itself and that whatever may be the mode of disposal, the net profits derived should go back to the students in the form of free mid-day meals, khadi uniforms, etc. This recommendation of the Standing Committee was circulated to the State Governments who were responsible for the implementation.

171. The representative of the Ministry further informed the Committee that the question of disposal of products of basic schools had been engaging the attention of the Ministry since 1937 and that different ways and methods were explored. The present position was that in some States, the State Governments themselves placed orders for some of the products of basic schools. The suggestion that children themselves may be given the products at cost price was also being implemented. Further, the recent suggestion of the Standing Committee that the income from the products should be utilised largely not for adding to the Government treasury but for providing some small amenities to the children themselves was also under active consideration.

172. The Committee feel that State Governments should be persuaded to take more interest by either purchasing the products of basic schools or by arranging their disposal through State emporia, *bhandars*, etc., and by enlisting the help of the Khadi and Village Industries Boards in that respect. As suggested by Acharya J. B. Kripalani, a corner in the emporia, *bhandars*, etc., marked as "Children's work" may be earmarked for the display and sale of basic school products.

#### E. Production of Literature on Basic Education

173. The dearth of good literature for the guidance of both teachers and children in basic education has long been felt. The Assessment Committee on Basic Education referred to that problem. They stated that a considerable quality of good literature was produced in several Basic Training Institutes and suggested that if a serious attempt was made to get such literature properly studied some very useful guide-books could become available to basic school teachers. They recommended that high level Standing Committees for producing basic education literature, both for teachers and children, should be set up without delay and adequate funds made available for such Committees, adding that the initiative in that respect must be taken by the Union Ministry of Education. The

Committee are of the opinion that this work could be taken up by the National Institute of Basic Education.

174. The Ministry of Education stated that the recommendation of the Assessment Committee on Basic Education was brought to the notice of State Governments for rendering basic education literature in the regional languages to meet their needs. So far as the Central Government was concerned, the National Institute of Basic Education had, as a part of its work, already started the collection and editing of some of the material available in Basic Training Colleges.

175. For the Second Plan period the Ministry had drawn up a scheme for the production of literature and other material on basic education. The scheme was approved by the Planning Commission in May, 1956, but the same could not be taken up immediately as the required staff was not available. The total provision for the scheme was Rs. 8 lakhs and the budget provision for 1957-58 was Rs. 1 lakh. The scheme comprised of (a) guide books for teachers in basic schools, (b) source books for teachers in basic schools, (c) supplementary reading material for children, and (d) publication of monographs on the subjects connected with basic education. The scheme was very elaborate and as such it required proper thinking and planning. Only two schemes, viz., (a) and (c) mentioned above had been concurred by the Ministry of Finance and steps were being taken to implement the same.

176. The Committee feel that the work of producing literature on basic education could advantageously be done by one body and that the National Institute of Basic Education may be given powers for selection and publication of literature on basic education. The Committee are not convinced that the Secretariat of the Ministry should be concerned with the work of collection, editing and publication of the literature on basic education. The Committee also note that the National Institute which has been entrusted with the work of collection and editing selected material available in Basic Training Colleges has not published any book so far. The Committee suggest that this work should be seriously taken up by the Institute and useful guide books published for the teachers and children to arrest the deterioration in the standard of basic education which is evident at present in a number of basic schools.

## **V. COMPULSORY EDUCATION**

### **A. Introduction**

177. At the beginning of the 19th century, India had a fairly large number of indigenous schools well spread all over the country including even the remote villages. Majority of those schools were elementary single teacher schools teaching three R's in the traditional way to the children of tender age and maintaining themselves on the fees and present received from the pupils. Mr. William Adan, in his book 'Report on the state of Education in Bengal' stated in 1838 that there was a school for every four hundred of the population. With the advent of British rule, these indigenous schools decayed gradually with the result that the mass education in India in 1901-02 was even worse than what it was prior to the advent of the British rule. The percentage of literacy fell considerably as the rate of expansion of the new type of primary schools started by the British was not as fast as the disappearance of the indigenous schools. The net result was that India lost the slight advantage she had held at the beginning of the 19th century and it became educationally backward at the beginning of the 20th century.

### **B. Early attempts to introduce Compulsory Education**

178. The first to put forward a suggestion in this respect was Mr. William Adam who in 1838 observed that a law should ultimately be enacted compelling every village to maintain a school. A more direct suggestion came from Captain Wingate in 1852, who proposed a levy of a cess of 5 per cent. on land revenue and to utilise part of its proceeds to give compulsory education to children of agriculturists. The proposals met with severe opposition and compulsory education was even argued to be 'opposed to every principle of British Jurisprudence'. In 1858, T. C. Hope, the Educational Inspector of Gujerat, proposed that a law should be passed empowering the inhabitants of any local area to tax themselves for establishment of schools. This was accepted by the D.P.I. Bombay but rejected by the Government as premature and impractical.

179. With the levy of local rates and the introduction of compulsory education simultaneously in 1870 in England, the nationalist Indian opinion began to be organised through press and platform and demanded rapid expansion of education among the people.

180. Great impetus to the movement was given by the Maharaja Sayajirao, Gaikwad of Baroda, who introduced compulsory education in Amreli Division of his State in 1893. The results of this experiment were so promising that he applied it to the State as a

whole in 1906. The lead thus given by the State of Baroda was soon followed in British India. In Bombay, a Committee was appointed (1906), to examine the feasibility of introducing compulsory education in the city of Bombay. But the Committee came to the conclusion that the time was not ripe.

181. Shri Gopal Krishna Gokhale took up the cause of compulsory education in early twentieth century. In 1911, he introduced a private bill in the Central legislature to provide for the introduction of compulsory education. Though the Bill received support from the leaders of all walks of life, it was defeated by the Central Legislature which had a clear official majority.

182. The first law introducing compulsory education was passed in 1918 by the Bombay Legislative Council. The Bill was introduced by Shri Vithalbhai Patel. This measure known as the Patel Act, evoked immense interest and immediately attempts began to be made in other States to enact similar legislation and between 1918 and 1930 every State directly under British rule placed a law for compulsory education on the Statute Book.

183. The area under compulsion, however, increased from 8 towns in 1920-21 to 167 urban areas (out of a total of 2,703) and 13,062 rural regions (out of 6,55,892) in 1936-37. When the Congress assumed office in 1937 it was expected that great progress would be made for the expansion of compulsory education but all such hopes were belied when the Congress resigned on political grounds soon after the out-break of World War II.

### C. Attempts after Independence

184. On the eve of Independence, hardly 36.3 per cent. of children in the age group 6-11 were in schools of one kind or the other. In 1947-48 compulsion was enforced only in 225 towns and 10,017 villages in 20,574 schools with 22,55,923 pupils. This was a challenge to the country. The Central Advisory Board of Education had considered the question of providing free and compulsory elementary education in the country and in its report entitled "Post War Educational Development in India" popularly known as Sargent Report published in January, 1944, the Board envisaged the introduction of free and compulsory elementary education in a period of 40 years. At the Press Conference held on February 18, 1947, the Education Minister rightly emphasised the pressing need of expanding the system of education in the following words:

"I will conclude by stressing once again the imperative necessity of reforming and expanding our system of education. Education should have the highest priority in our national budget and should take its place immediately after food and clothing. In fact, a proper

system of education is necessary in order to tackle satisfactorily even these problems."

185. The All India Education Conference convened by the first Education Minister of free India in January, 1948 while considering the future programme of education in the country expressed the view that 40 years was too long a period for introducing compulsion and suggested that the period should be reduced to 16 years. While addressing this Conference, the Education Minister said:

"No one will for a moment tolerate to-day that 40 years must elapse before the full scheme of basic education for all the inhabitants of this land can be implemented. In fact, even half of that period will seem to many to savour delay and procrastination. We must, therefore, devise measures by which the educational progress of this country can be so accelerated that we reach our objective within a much shorter time."

"I know that many difficulties and obstacles face us. I know that on account of the happenings in the recent past, the attention of the Government and the people has often been diverted from constructive work. After full consideration of all these factors, I would still assert that education cannot wait. Even if other nation-building activities of the Government have to be slowed down or deferred on account of such difficulties, education, at any rate, must be pushed forward as rapidly as possible. We must not, for a moment, forget that it is the birth-right of every individual to receive at least the basic education without which he cannot fully discharge his duties as a citizen."

186. The Conference recommended the appointment of a Committee to examine the existing financial resources and the programme for educational development for all Provinces and States and to make suggestions to ensure that educational development was not held up for want of funds.

187. A Committee was accordingly appointed under the Chairmanship of late Shri B. G. Kher to examine the existing financial resources and suggest ways and means of raising finances required for the different stages of a comprehensive system of education. This Committee presented a scheme for introducing 8 years' compulsory education within a period of 16 years by two 5-year and one 6-year Plans. The First Five Year Plan aimed at bringing, in gradual stages, 40 per cent. of the children in the age group of 6-11 under compulsion. The second five year plan envisaged extension of compulsion to the remaining children of the same age group, so that at the end of ten years all the children between 6 and 11 would be under

compulsory instruction. The six-year Plan, thereafter, proposed to extend the scope of compulsion to children of the age group 6-14. The Committee also went into the question of finance and worked out detailed estimates of expenditure involved at various stages and suggested that the Centre should provide 30 per cent. of the cost while the Provincial Governments and local bodies should finance the remaining 70 per cent. The expenditure to be incurred during the 16 years on elementary education on basic lines was to increase progressively from Rs. 14 crores in 1949-50 to Rs. 288 crores in 1964-65.

188. The Constituent Assembly to which was entrusted the task of preparing a Constitution for the country made free and compulsory education one of the Directive Principles of State Policy in the following terms:

“45. 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.”

#### **D. Progress in Elementary and Compulsory Education**

##### *(a) First Five Year Plan*

190. The First Five Year Plan provided that educational facilities would be extended to at least 60 per cent. of the children of school-going age within the age group 6 to 11 but the actual percentage reached at the end of the First Plan was unfortunately only 51 per cent. The Ministry of Education informed the Committee that the firm target envisaged during the First Plan was 55·7 per cent. as against 44·5 per cent. before the Plan. In other words, an increase of 11 per cent. was visualised during the First Plan period. Further, the figure of 44·5 per cent. in 1950-51 was provisional and the actual figure was only 42 per cent. Thus the percentage of school going children in age group 6-11 was increased in the First Plan period from 42 in 1950-51 to 51 in 1955-56 which meant an increase of 9 per cent. as against the estimated increase of 11 per cent. The Planning Commission, in the First Plan, had stated that the target of 55·7 per cent. could be increased to 60 per cent. if local resources were properly developed and tapped for the purpose of education and every educated person in the country was yoked to the task of giving whatever education he was capable of giving. Those conditions were not generally fulfilled and as such the target of providing educational facilities for 60 per cent. of children in the age group 6-11 could not be achieved. The rate of growth of facilities for elementary education varied in different States. The statement at Appendix III gives the percentage of pupils compared to the total population in the age groups 6 to 11 and 11 to 14 in 1950-51 and 1955-56 in various States as they existed before reorganisation.

191. The increase in the number of pupils in the age group 6 to 14 and in the number of schools during the period from 1950-51 to 1955-56 was as under:—

	1950-51	1955-56	Percent age increase
<b>Pupils—</b>			
6 to 11 years . . .	18,680,000	24,812,000	32·3
11 to 14 years . . .	3,370,000	5,095,000	50·3
6 to 14 years . . .	22,050,000	29,907,000	35·6
<b>Institutions—</b>			
Primary/Junior Basic Schools . . .	209,671	277,197	32·2
Middle/Senior Basic Schools . . .	13,596	21,702	59·6

Compulsory education which had been introduced in 396 urban areas and in 20,261 villages before the First Plan was in force in 1,082 urban areas and 38,726 villages at the end of the First Plan in 1955-56. The percentage increase was thus 173 and 91 as far as the urban areas and the villages were concerned.

(b) *Second Five Year Plan*

192. In the Second Plan it has been estimated that educational facilities would be provided to about 63 and 23 per cent. of the children in the age groups 6 to 11 and 11 to 14 respectively. The Planning Commission realising that the targets laid down in the Second Plan were low and the directive laid down in Article 45 of the Constitution could not be fulfilled early enough made some important recommendations in the Second Plan which if implemented by the State Governments should raise the percentage of children going to schools both in the age groups 6 to 11 and 11 to 14. Some of the important recommendations are given in Appendix V for ready reference.

193. A statement at Appendix VI shows the schooling facilities for boys and girls separately in age groups 6 to 11 and 11 to 14 State-wise during 1955-56 and as expected in 1960-61. The information given relates to position on 1st April, 1956 and 1st April, 1961 respectively.

(c) *Financial Outlay*

194. The distribution of outlay between different fields of education in the First and Second Plan is as under:—

	(Rs. in crores)	
	First Plan	Second Plan
Elementary Education . . . . .	93	89
Secondary Education . . . . .	22	51



(Rs. in crores)

	First Plan	Second Plan
University Education . . . . .	15	57
Technical & Vocational Education . . . . .	23	48
Social Education . . . . .	5	5
Administration and Miscellaneous . . . . .	11	57
<b>TOTAL . . . . .</b>	<b>169</b>	<b>307</b>

195. From the above it appears that the allocation for elementary education in the Second Plan is less as compared to provision made in the First Plan. The Ministry of Education informed that the provision of Rs. 307 crores for education in the Second Plan was only for the development programmes. In addition to this, the Government would bear an additional expenditure of Rs. 450 crores for continuation of programmes in operation on the eve of the Second Plan. Thus the total expenditure from Government sources on education (developmental and non-developmental) would be of the order of about Rs. 757 crores distributed as under:—

in crores)

Items	1956-61 (Development expenditure) Rs.	Percentage of the total provision	1956-61 (total committed expenditure) Rs.	1956-61 (total expenditure) (Cols 2 & 4) Rs.	Percentage of total provision.
1	2	3	4	5	6
Elementary Education . . . . .	89.80	29.2	218.00	307.80	40.6
Secondary Education . . . . .	54.50	17.7	93.00	147.50	19.5
University Education . . . . .	59.50	19.4	53.00	112.50	14.9
Technical Education . . . . .	52.50	17.2	49.00	101.50	13.4
Social Education . . . . .	5.00	1.6	5.00	10.00	1.3
Other Schemes . . . . .	45.70	14.9	32.00	77.70	10.3
<b>TOTAL . . . . .</b>	<b>307.00</b>	<b>100.00</b>	<b>450.00</b>	<b>757.00</b>	<b>100.00</b>

196. From the above it would appear that while according to the Plan provision only 29 per cent. of the expenditure on education would be incurred on elementary education, taking into consideration the total expenditure, about 41 per cent. of expenditure would be incurred on elementary education. The Planning Commission have further informed the State Governments to consider the possibility of redistribution of plan provision in such a way that more provision was made available for schemes in the field of elementary education. No State Government has included in the Development Programme of the Second Five Year Plan any scheme for introducing free and compulsory education upto the age of 14 years in the entire State, although every State Government is stated to be trying to introduce free and compulsory education as early as possible within the available resources of finance and manpower.

*(d) Review by Educational Panel of Planning Commission*

197. A sub-Committee of the Educational Panel of the Planning Commission in July, 1957 considered the problems of elementary education and specially the possibility of introducing free and compulsory education for children upto the age of 14 years by the 26th January, 1961 to satisfy the Directive in Article 45 of the Constitution. The sub-Committee considered the target as unattainable within the specified period and recommended as follows:—

- (a) The provision of universal, free and compulsory education upto 14 years should be regarded as the ultimate objective and attempt should be made to realise it in a period of 15 to 20 years at the latest;
- (b) The immediate objective before the country should be the introduction of universal, free and compulsory education for all children upto the age of 11. This target must be reached by 1965-66 at the latest;
- (c) All State Governments should be requested to raise the average pupil-teacher ratio to a minimum of 40 without delay and that, if necessary, it should be raised still higher up to a maximum of 50;
- (d) All plans of expansion of primary education should be revised on the basis of the above pupil-teacher ratio without any delay;
- (e) A phased programme of introduction of compulsory education should be drawn up and linked with the phased programme of introduction of the National Extension Service Scheme. This programme should ensure that statutory compulsion is introduced in every Development Block within a period of not exceeding 3 years from the date of introduction of the National Extension Service Scheme; and

- (f) The State Plans of expansion of primary education during the Second Plan period should be reviewed ensuring that no State is below the level of 50 per cent. enrolment by 1960-61.

198. The representative of the Ministry informed the Committee that the State Governments had been informed of the recommendations of the sub-Committee of Educational Panel of the Planning Commission and asked to undertake the revision of their plans in the light thereof. The representative further informed the Committee that the obstacles were entirely or mostly of adequate resources and secondly, there were no teachers for introducing compulsory primary education on a universal basis. The Ministry worked out the cost of introducing compulsory primary education in the Third Plan and on a very conservative estimate it came to about Rs. 320 crores and the additional recurring expenditure thereafter to about Rs. 72 crores annually as per details given in Appendix VII.

199. The Education Ministers' Conference in September, 1957 endorsed the recommendation of the Educational Panel of Planning Commission that free, universal and compulsory education should be provided to the children in age group 6 to 11 by the end of the Third Plan period at the latest.

200. Regarding the efforts made for procuring additional resources, the Ministry informed the Committee that all over the country, particularly in the Community Development Projects and National Extension Service Blocks, special efforts were being made to mobilise the resources of the community at large in the form of land, material, 'shramdan' etc., for the schools. The State Governments had been requested to enlist public co-operation and contributions everywhere for the construction of new school buildings and to consider the possibility of levying a special educational cess.

201. The Committee fully realise the vastness of the problem in providing free and compulsory education to the children upto the age of 14 years within the period specified in Article 45 of the Constitution and the financial difficulties in achieving that goal. The Committee, however, fail to appreciate the absence of even a perspective plan in the Ministry of Education according to which the goal laid down in Article 45 of the Constitution is sought to be achieved and the definite time limit and the finances to be provided for the same in various stages. The Committee understand that the Governments of Madras and Bombay have adopted the policy of giving free and compulsory education to children within the age group of 6 to 11 first and they do not, therefore, see any reason as to why the other State Governments should not follow suit. The Committee, therefore, suggest that a perspective plan for introduction of free and compulsory elementary education for children upto the age of 14 years in the country may be evolved by the All India Council for Elementary Education with a phased programme for the whole country to be implemented within a specified period, with due regard to the financial resources, the existing conditions and the

recommendations of the various Committees which have already given thought to the problem. The Committee also recommend that the Ministry of Education should explore all avenues in making more funds available for elementary education including the introduction of an educational cess for accelerating the pace of progress in the field of primary education, so that within the shortest possible time the children in the age group of 6 to 11 are first brought within the fold of free and compulsory education followed by those in the age group of 11 to 14. The Committee further recommend that full advantage should be taken of the private initiative by removing all impediments in the way of development of the volutary institutions in the field of primary education.

202. In this connection, the Committee would like to refer to para 140 of their 38th Report on the Ministry of Community Development. Since it is not now possible to achieve the target laid down in Article 45 of the Constitution, it is necessary that the position is carefully reviewed at the highest level and a revised time-limit set up so that the Planning Commission may know without ambiguity as to what financial provision will have to be made on this account during the subsequent Five Year Plans. The Committee can not do better than reiterate the point made out by the Education Minister as early as in 1947 that education should have the highest priority in our national budget and that it should take its place immediately after food and clothing. The Committee would, therefore, suggest that the Plan provision for Education should not be reduced on the grounds of economy.

203. Education in the Union territories is the direct responsibility of the Centre. The Committee, therefore, recommend that the Ministry of Education should seriously endeavour to fulfil the provision of Article 45 of the Constitution at least in the Union territories, to serve as an example to the State Governments. The Committee were given to understand that the cost of introducing free and compulsory education for the age group 6 to 14 years in Union territories in the Second Plan (three years period) will be about Rs. 3.5 crores, and Rs. 6.8 crores for the third plan period. The Committee are definitely of the view that it would be desirable to earmark this amount for the fulfilment of an obligation arising out of the Constitution.

204. The Committee also suggest that the Ministry of Education should review, in consultation with the State Governments, the Compulsory Education Acts of the States to remove the existing defects and to bring about a reasonable degree of uniformity.

NEW DELHI;  
The 30th January, 1958.

BALVANTRAY G. MEHTA  
Chairman,  
Estimates Committee.

## APPENDIX I

(Vide Para 61)

**Statement showing Pay Scales of Elementary School Teachers in  
different States as on 1-4-1957**

---

### 1. *Andhra :*

Rs. 45—3—60—2—90 in Government Schools.	} For Grade Trained Teachers.
Rs. 40—1½—55—2—75 in local bodies schools.	
Rs. 37—1—45 in privately managed Schools.	
Rs. 30—1—50 in Govt. Schools	} For Higher Ele. Grade Trained Teachers.
Rs. 30—1—45 in Local Bodies Schools	
Rs. 27—½—30 in privately managed schools	
Rs. 25 in local bodies schools	} For Secondary Grade Untrained Teachers.
Rs. 15 in privately managed schools	
Rs. 20 in local bodies schools	} For Higher Ele. Untrained Teachers.
Rs. 15 in privately managed schools	

### 2. *Assam :*

Untrained . . . . .	Rs. 40—60	} p.m.
Guru. or Basic . . . . .	Rs. 50—65	
Matric untrained . . . . .	Rs. 50—65	
Matric Guru trained . . . . .	Rs. 55—75	
Non-Matric normal passed . . . . .	Rs. 55—75	

Head teacher to get an allowances of Rs. 3/- p.m.

### 3. *Bihar :*

Rs. 50—2—70—EB—2—90 . . . . .	(Trained Matrics)
Rs. 40—2—50—EB—1—61—2—75 . . . . .	(Trained Non-Matrics)
Rs. 40—2—50—EB—1—60 . . . . .	(Untrained Matrics).
Rs. 30—1 (bi)—40. . . . .	(Untrained Non-Matrics)

### 4. *Bombay :*

Rs. 35—1—40. . . . .	For qualified teachers.
Rs. 40—1—50—EB—1½—65—SG—2½—90	For trained teachers.
(Selection grade for 15% of various categories in the cadre).	

### 5. *Jammu and Kashmir :*

Rs. 50—5—90—EB—6—120	(Trd. matriculates receive the starting salary of Rs. 55 in this scale).
----------------------	--

6. *Kerala :*

Rs. 35—3—65—EB—3—80 plus allowances for teachers in Govt. schools and for trained teachers in Private schools.

Rs. 35 p.m. plus allowances for untrained teachers in private managed schools.

7. *Madhya Pradesh :*

Information not available.

8. *Madras :*

Rs. 40—1—50—EB—60 . . . For Trained Matriculates.  
 Rs. 35—1—45 . . . For trained Non-Matriculates.  
 Rs. 30—1—(bi)—40 . . . For untrained Matriculates.  
 Rs. 20—1—(bi)—30 ;. . . For untrained Non-Matriculates

Rs. 45—3—60—2—90 in Government Schools } For Secondary  
 Rs. 40—1—55—2—75 in Local Bodies Schools } Grade  
 Rs. 40—1—48 in Privately Managed Schools. } Teachers

Rs. 30—1—50 in Government Schools } For Ele.  
 Rs. 30—1—45 in Local Bodies Schools } Grade  
 Rs. 30—1—33 in Privately Managed Schools } Teachers.

Rs. 23—1—35 in Government Schools } For Lower  
 Rs. 23—1—35 in Local Bodies Schools } Elementary  
 Rs. 20 in Privately Managed Schools } Grade  
 Teachers.

9. *Mysore :*

Ex Mysore State . . . *S.S.L.C. Teachers.*  
 Rs. 50—3—80—4—100  
*Non-S.S.L.C. (Trd.)*  
 Rs. 40—2—50—3—80  
*Non-S.S.L.C. (Untrd.)*  
 Rs. 40—1—50—2—60

Bombay-Karnatak . . . *Non-S.S.L.C. (Trd.)*  
 Rs. 40—1—50—3—80  
*Non-S.S.L.C. (Untrd.)*  
 Rs. 40—1—50—2—60

Hyderabad-Karnatak . . . *S.S.L.C. (Untrd.)*  
 Rs. 50—3—80—4—100  
*Non-S.S.L.C. (Untrd.)*  
 Rs. 40—1—50—2—60

Madras-Karnatak . . . *S.S.L.C. (Trd.)*  
 Rs. 50—3—80—4—100  
*Non-S.S.L.C. (Trd.)*  
 Rs. 40—2—50—3—80  
*Non-S.S.L.C. (Untrd.)*  
 Rs. 40—1—50—2—6

Caring . . . . .	S.S.L.C. (Trd.)
	Rs. 50—3—80—4—100
	S.S.L.C. (Untrd.).
	Do.
	Non-S.S.L.C. (Untrd.)
	Rs. 40—1—50—2—60

## 10. Orissa :

Rs. 40— $\frac{1}{2}$ —50 (trained teachers)  
Rs. 35—Other teachers.

## 11. Punjab:

Rs.  $47\frac{1}{2}$ —2—67 $\frac{1}{2}$ /3—97 $\frac{1}{2}$ /4—117 $\frac{1}{2}$  for Junior trained teachers.  
Rs. 57 $\frac{1}{2}$  p.m. in Rs.  $47\frac{1}{2}$ —2—67 $\frac{1}{2}$ /3—97 $\frac{1}{2}$ /4—117 $\frac{1}{2}$  for Basic trained teachers.  
Rs. 50—3—80/4—100 for Senior trained teachers.

## 12. Rajasthan:

Rs. 50—2—60—EB—3—75 for trained teachers.  
Rs. 40—1—50 for untrained teachers.

## 13. Uttar Pradesh:

Rs. 45—1—50—EB—1—55—EB—1—60 for Head teachers.  
Rs. 35—1—40—EB—1—50 for Asst. trained teachers.  
Rs. 30 $\frac{1}{2}$  for untrained teachers.

## 14. West Bengal:

Matriculates with—Basic Training Diploma—  
Rs. 55—4/2—75—5/2—90.  
'A' Category—Trained Matriculates—Rs. 55—1—60.  
'B' Category—Matriculates and Trained non-Matriculates—  
Rs. 50.  
(including "Special Cadre" teachers).  
'C' Category—Untrained non-Matriculates—Rs. 40.

As regards the disparity of pay scales of the Primary School Teachers in the various States, it may be stated that a little disparity is bound to exist.

The salaries of these and other teachers will have to fit in the salary pattern of other employees of their State and will depend upon the local conditions and the cost of living.

---

## APPENDIX II

(Vide Para 61)

*Statement showing the Revised Pay Scales of Primary School Teachers as Approved by the Government of India.*

Name of the State	Existing scales of pay	Revised scales of pay as proposed by the State Government and approved by the Government of India
1	2	3
1. <i>Andhra Pradesh</i>	Rs. 45-3-60-2-90 in Government Schools } For Secondary; Rs. 40-1-55-2-75 in Local bodies schools } Grade Trained Rs. 37-1-45 in privately managed schools } Teachers Rs. 30-1-50 in Govt. Schools } For Higher El. Grade (iii) Rs. 25 (Hr. Ele. Grade Untrained) Rs. 30-1-45 in Local Bodies Schools } Trained Teachers Rs. 27-1-30 in privately managed schools } Rs. 25 in local bodies schools } For Secondary Grade Rs. 15 in privately managed schools } Untrained Teachers. Rs. 20 in local bodies schools } For higher Ele. Rs. 15 in privately managed schools } Untrained Teachers	(i) Rs. 55-100 (Sec. Grade trained) (ii) Rs. 35-(Sec. Grade untrained) (iii) Rs. 25 (Hr. Ele. Grade Untrained) (iv) Rs. 40-60 (Hr. Ele. Grade trained)
2. <i>Assam</i>	Rs. 30-40 for untrained Matric Rs. 35-45 for Untrained Rs. 40-55 for Normal trained.	(i) Untrained Rs. 40-60 p.m. (ii) Guru or Basic trained Rs. 50-65 (iii) Matric untrained Rs. 50-65 (iv) Matric Guru trained Rs. 55-75 (v) Non-Matric normal passed Rs. 55-75 Head teachers to get an allowance of Rs. 3/- p. m.



## 3. Bihar

- Rs. 40-1-50-EB-60 for trained Matriculates  
 Rs. 35-1-45 for trained Non-Matriculates  
 Rs. 30-1-(bi)-40 for untrained Matriculates  
 Rs. 20-1-(bi)-30 for untrained Non-Matriculates

## 4. Madras

- Rs. 45-3-60-2-90 in Govt. Schools } For Second-  
 Rs. 40-1-55-2-75 in Local Bodies Schools } ary Grade  
 Rs. 40-1-48 in Privately Managed Schools } Teachers.  
 Rs. 30-1-50 in Govt. Schools } For Ele.  
 Rs. 30-1-45 in Local Bodies Schools } Grade  
 Rs. 30-1-33 in Privately Managed Schools } Teachers.  
 Rs. 23-1-35 in Govt. Schools } For Lower  
 Rs. 23-1-35 in Local Bodies Schools } Ele. Grade  
 Rs. 20 in Privately Managed Schools } Teachers.
- (i) Rs. 50-2-70-EB-2-90 (Trd. Matrics)  
 (ii) Rs. 40-2-50-EB-1-61-2-75 (Trd. Non-Matrics)  
 (iii) Rs. 40-2-50-EB-60 Untrained Matrics)  
 (iv) Rs. 30-1-(bi)-40 (Untrained Non-Matrics)  
 (i) Rs. 55-3-70-2-100. For Govt. } Secondary  
 & local bodies schools } Grade  
 (ii) Rs. 50-2-90. For Privately } Teachers.  
 managed schools }  
 (iii) Rs. 40-2-60-1-75. In Govt. } Ele.  
 Schools }  
 (iv) Rs. 40-1-55-1-65. In } Grade  
 Local Bodies Schools } Teachers.  
 (v) Rs. 40-2-60-1-70 In }  
 privately managed schools }

5. Orissa . . . Rs. 34-1-39-EB-1-44 for Higher Ele. Trd. } In Govt. Teachers } managed  
Rs. 24-1-34 for Lower Ele. Trd. Teachers } schools.

Rs. 30-1-40 for Trd. Non-Matric Teachers. } In  
Rs. 22-1-30 for Untrained Non-Matric Teachers. } privately managed schools.

Rs. 26-1-30 for teachers in schools under 'Unemployed Scheme'.

6. Punjab . . . Rs. 47-2-67-1/3-97-1/4-117-1/4 for Junior trained Teachers. Rs. 60-4-80/5-120/5-175.

Rs. 57-1/2 p.m. in Rs. 47-2-67/3-97/4-117-1/4 for Basic Trained Teachers.

Rs. 50-3-80/4-100 for Senior trained teachers.

7. Kerala. . . Rs. 35-3-65-EB-3-80 plus allowances for teachers in Govt. schools and for trained teachers in private schools. (i) Rs. 40-3-55-4-75-EB-5-120 (Trd.)  
(ii) Rs. 40 (untrained).

Rs. 35 p.m. plus allowances for untrained teachers in private managed schools.

8. West Bengal . . . Matriculates with Basic Rs. 50-4/2- Training Diploma. 75-5/2-80-plus D.A. at 25% of basic pay  
(i) Matriculates with basic Training Diploma—Rs. 55-4/2-75-5/2-90.

'A' Category—Trained Rs. 50-1-55 plus Matriculates. D.A. of Rs. 12/8/-  
(ii) 'A' Category—Trained Matriculates—Rs. 55-1-60.

'B' Category—Matriculates and Rs. 45/- plus trained Non-Matrics. D.A. of Rs. 12/8/-.  
(iii) 'B' Category—Matriculates and Trained non-matriculates—Rs. 50 (including "Special Cadre" teachers)

'C' Category—Untrained Rs. 20/-plus Non-Matriculates. D.A. of Rs. 12/8/-.  
(iv) 'C' Category—untrained non-matriculates—Rs. 40.

9. *Bombay*

Rs. 35-1-40 for qualified teachers  
 Rs. 40-1-50-EB-1½-65-SG-2½-90 for trained teachers  
 of (selection grade for 15% of various categories in the cadre).  
 (i) Rs. 50-1½-65-2½-90 (trained teachers)  
 (ii) Rs. 40 (untrained teachers).  
 (iii) Rs. 50-1½-65-2½-100 for matriculates two years trained teachers.

10. *Mysore*(i) *Ex-Mysore State*

## S.S.L.C. Teachers

Rs. 40-2-50-3-80.  
 Non-S.S.L.C. (Trained)

Rs. 30-1½-45-2-55.  
 Non-S.S.L.C. (Untrained)

Rs. 25-1-30-45  
 Non-S.S.L.C. (Trained)

Rs. 40-1-50-½-65  
 Non-S.S.L.C. (Untrained)

Rs. 35-1-40  
 S.S.L.C. (Untrained)

Rs. 54-2-56-2½-81-3½-98½  
 Non-S.S.L.C. (Untrained)

(ii) *Bombay-Karnatak*

Rs. 30-1½-42½

(iii) *Hyderabad Karnataka.*

Rs. 50-3-80-4-100.

Rs. 40-1-50-2-60.

Rs. 50-3-80-4-100.

Rs. 40-1-50-2-60.

(iv) *Madras Kar-natak.*

S.S.L.C. (Trained)	
Rs. 45-3-60-2-90	
Non-S.S.L.C. (Trained)	
Rs. 30-1-50	
Non-S.S.L.C. (Untrained)	
Rs. 23-1-35	
S.S.L.C. (Trained)	
Rs. 50-2-70-5-100	
S.S.L.C. (Untrained)	
Rs. 40-2-60	
Non-S.S.L.C. (Untrained)	
Rs. 35-1-40-2-60	
Rs. 40-1-45-EB-2-55-EB-2-65 Trained teachers.	
Rs. 35-1-40	

(v) *Coorg* . . .

Rs. 50-3-80-4-100
Rs. 40-2-50-3-80
Rs. 40-1-50-2-60.
Rs. 50-3-80-4-100.
Do.

II. *Rajasthan* . . .

Rs. 40-1-50-2-60
------------------

- (i) Rs. 50-2-60-EB-3-75 for trained teachers  
(ii) Rs. 40-1-50 for untrained teachers.

### APPENDIX III

(Vide Para. 77)

*Statements showing the percentage of pupils compared to the total population in the age groups 6-11 and 11-14 in 1950-51 and 1955-56 in the various States as they existed before reorganisation.*

State	Age-group 6-11		Age-group 11-14	
	1950-51	1955-56	1950-51	1955-56
	(Estimated)		(Estimated)	
Andhra . . . . .	53.5	68.4	16.4	20.2
Assam . . . . .	58.4	60.8	17.6	21.7
Bihar . . . . .	29.8	34.0	8.4	9.9
Bombay . . . . .	70.4	80.0	18.9	20.6
Madhya Pradesh . . . . .	31.4	44.3	6.6	10.8
Madras . . . . .	53.5	68.5	16.4	21.9
Orissa . . . . .	25.5	33.6	5.3	6.9
Punjab . . . . .	38.7	57.9	15.7	25.1
Uttar Pradesh . . . . .	35.1	32.6	11.8	13.7
West Bengal . . . . .	55.8	80.3	12.9	21.7
Hyderabad . . . . .	24.9	34.5	5.5	10.6
Jammu & Kashmir . . . . .	12.2	25.4	8.7	11.2
Madhya Bharat . . . . .	25.3	44.4	7.3	11.7
Mysore . . . . .	52.6	55.0	17.2	18.8
pepsu . . . . .	23.4	44.4	13.7	23.3
Rajasthan . . . . .	15.1	22.4	5.0	8.3
Saurashtra . . . . .	38.2	54.0	11.6	13.9
Travancore-Cochin . . . . .	98.6	100.0	31.5	44.6
Ajmer . . . . .	41.9	59.0	16.3	21.9
Bhopal . . . . .	15.5	52.6	3.5	8.7
Coorg . . . . .	61.5	95.7	27.8	45.9
Delhi . . . . .	61.3	87.6	24.9	53.9
Himachal Pradesh . . . . .	24.5	46.9	7.9	16.2
Kutch . . . . .	23.1	41.0	9.3	14.3
Manipur . . . . .	40.4	86.7	15.4	19.7
Tripura . . . . .	27.8	60.8	13.4	20.2
Vindhya Pradesh . . . . .	19.9	44.7	4.3	8.5
Pondicherry . . . . .	34.6	50.3	15.7	21.8
NEFA . . . . .	2.1	7.0	0.2	0.9
Andaman & Nicobar Islands . . . . .	24.8	32.6	8.3	11.3
ALL INDIA . . . . .	42.0	51.2	13.9	19.2

It will be seen that in both age-groups there was general increase in the number of pupils.

## APPENDIX IV

(Vide Para. 111)

*Statement showing number of Basic and Non-Basic Schools in various States during the First Five Year Plan*

### (a) Basic Schools

Name of State	1951-52	1952-53	1953-54	1954-55	1955-56
Andhra . . . . .	*	*	454	501	638
Assam . . . . .	125	157	317	505	640
Bihar . . . . .	533	534	555	1686	2118
Bombay . . . . .	66	167	168	167	3670
Madhya Pradesh . . . . .	78	78	129	182	1130
Madras . . . . .	564	957	905	1075	2405
Orissa . . . . .	176	227	315	370	383
Punjab . . . . .	41	73	224	299	334
Uttar Pradesh . . . . .	32027**	31804**	31119**	31232**	31898**
West Bengal . . . . .	114	144	276	451	496
Hyderabad . . . . .	..	20	52	87	189
Jammu & Kashmir . . . . .	..	..	..	..	..
Madhya Bharat . . . . .	12	Nil	75	231	442
Mysore . . . . .	104	104	123	133	275
Pepsu . . . . .	..	Nil	20	70	67
Rajasthan . . . . .	..	Nil	21	72	142
Saurashtra . . . . .	..	39	189	449	1742
Travancore-Cochin . . . . .	4	4	5	46	6
Ajmer . . . . .	210	391	431	462	475
A & N Islands . . . . .	..	..	5	5	5
Bhopal . . . . .	..	10	18	39	97
Bilaspur . . . . .	..	..	15	..	..
Coorg . . . . .	..	..	15	46	118
Delhi . . . . .	150	160	294	296	299
Himachal Pradesh . . . . .	..	..	11	66	86
Kutch . . . . .	..	..	1	1	1
Manipur . . . . .	..	..	..	1	1
NEFA . . . . .	..	..	..	5	7
Pondicherry . . . . .	..	..	..	..	..
Tripura . . . . .	1	1	7	7	4
Vindhya Pradesh . . . . .	..	8	61	72	106
INDIA . . . . .	34,205	34,878	35,805	38,515	47,813

\*Included in Madras State.

\*\*Basic primary schools.

## (b) Non-Basic Schools

Name of State	1953-54	1954-55	1955-56
1. Andhra Pradesh . . . . .	17,805	18,604	20,441
2. Assam . . . . .	11,928	12,204	11,998
3. Bihar . . . . .	25,105	26,451	28,051
4. Bombay . . . . .	30,962	33,046	32,011
5. Madhya Pradesh . . . . .	11,106	12,731	13,068
6. Madras . . . . .	21,442	24,432	24,741
7. Orissa . . . . .	11,980	14,167	14,003
8. Punjab . . . . .	6,977	8,914	9,408
9. West Bengal . . . . .	16,689	20,249	22,589
10. Hyderabad . . . . .	12,503	12,975	13,113
11. Jammu & Kashmir . . . . .	1,239	1,506	1,882
12. Madhya Pradesh . . . . .	5,691	6,218	7,280
13. Mysore . . . . .	11,241	11,278	11,499
14. Pepsu . . . . .	1,823	2,492	2,533
15. Rajasthan . . . . .	5,142	6,306	7,430
16. Saurashtra . . . . .	2,867	3,226	2,344
17. Travancore Cochin . . . . .	4,149	4,219	4,261
18. Ajmer . . . . .	142	145	144
19. A. & N. Islands . . . . .	19	25	32
20. Bhopal . . . . .	470	588	1,277
21. Coorg . . . . .	119	138	103
22. Delhi . . . . .	250	274	283
23. Himachal Pradesh . . . . .	646*	632	725
24. Kutch . . . . .	299	344	415
25. Manipur . . . . .	708	794	877
26. NEFA . . . . .	**	148	145
27. Tripura . . . . .	760	902	968
28. Vindhya Pradesh . . . . .	2,380	3,223	3,546
INDIA/GRAND TOTAL . . . . .	2,04,442***	2,26,231***	2,35,167***

\*Includes the figures of erstwhile Bilaspur state also.

\*\*Not available.

\*\*\*excludes 31,119, 31,232, and 31,898 schools in U. P. because the Government of U.P. considers all these schools as basic primary schools.

## APPENDIX V

(Vide para. 192)

### *Statement showing Important Recommendations of the Planning Commission to increase the percentage of school going children in Schools*

(1) Since the problems of expanding educational facilities differ considerably as between States and different parts of the same State, it is necessary in each area to undertake detailed educational surveys to determine the measures needed.

(2) An aspect of the situation in the field of elementary education which causes concern is 'wastage' which exceeds 50 per cent. at the primary stage. In order to prevent this the introduction of compulsion is essential. Its enforcement may be easier if busy agricultural seasons coincide with school holidays as far as possible. Further, especially in rural conditions, effort should be made to give a practical bias to education as far as possible.

(3) Closely allied to the problem of wastage is that of stagnation, that is, a pupil continues in the same class for more than the normal period. The principle for stagnation lies in improving the equality of teachers and teaching techniques.

(4) In view of the fact that by the end of the second plan the proportion of girls attending the school in the age-groups 6-11 and 11-14 would be 40 and 10 respectively as against 86 and 56 in the case of boys, the most urgent problem in the field of elementary education is that of expansion of girls' education. Special efforts at educating parents combined with efforts to make education more closely related to the needs of girls are needed. Where there are difficulties in the acceptance of co-education other methods will need to be explored. In some areas there may be no alternative to separate schools for girls, in others it may be possible to adopt a shift system as an interim measure—one shift working for boys and the second for girls.

(5) Since one of the major obstacles in the way of promoting girls' education is the dearth of women teachers, the task of training women teachers has to be approached as a matter of urgency, especially when it is remembered that in the third five year plan the problem of expanding primary education, will to a large extent concern girls' education.

The provision of housing facilities for women teachers in villages would be an important step to take.

Opportunities for part-time employment may draw married women into the teaching profession.



(6) The percentage of children of the age-group 6-14 is brought down considerably by the large number of children having to leave school to assist their parents economically. For example, while the percentage of children of the age-group 6-11, attending school, increased from 42 per cent. in 1950-51 to 51 per cent. in 1955-56 and is likely to go up to 63 per cent. in 1960-61, the corresponding figures for the age-group 11-14 would be only 14, 19 and 23 respectively. For these children, who have to contribute to family income continuation schools could help keep up the education of large number of children at school.

(7) In view of the fact that there is considerable need for making more effective use of available buildings and other facilities, the introduction of the shift system in both basic and non-basic schools is recommended as an emergency measure to meet certain practical difficulties. This step will need to be accompanied by considerable propaganda for increasing enrolment in schools with a view to the gradual introduction of compulsion which is necessary for taking full advantage of the scheme. It is suggested that the shift system may be introduced to begin with, in the first two classes only, and the experience gained should be reviewed at intervals.

The reduced school hours envisaged in the introduction of the shift system in the first two classes will call for rationalisation of the curriculum and careful planning of work both inside and outside the school.

(8) At the present stage austere standards should be adopted in regard to the construction of school buildings. Experiments in cheap design of schools need to be carried out.

The starting of a school in a village need not be contingent in certain standards being observed. A school could be started under whatever arrangements are immediately possible in a locality. Common buildings like village temples and 'panchayat ghars' could also be used.

(9) State resources will have to be supplemented in increasing measures by local community effort. In addition to the assistance which local communities render in the matter of school buildings, they should also contribute towards meeting recurring expenditure.

To enable local communities to shoulder in some measure the continuing responsibility of supplementing expenditure on elementary education, it is recommended that each State should consider enacting legislation to enable the local authorities (including village panchayats) to levy a cess for education. The education cess could be related to appropriate State and local taxes such as land revenue, property taxes, etc., as to enable different sections of the community to make their contribution.

## APPENDIX IV

(Vide Para 193).

*Statements showing the Percentage of School-going children for different age-groups (1955-61)*

Name of State	A—Age-group 6-11			1960-61 (Targets)		
	1955-56 (estimated).					
	Total	Boys	Girls	Total	Boys	Girls
1. Andhra Pradesh . . . . .	58.8	76.4	41.2	66.7	86.9	46.6
2. Assam . . . . .	60.5	73.6	45.6	69.0	80.5	56.2
3. Bihar . . . . .	34.0	55.8	11.9	35.0	56.6	11.7
4. Bombay . . . . .	67.5	84.0	50.0	76.0	92.0	63.0
5. Jammu & Kashmir . . . . .	25.7	41.2	8.9	35.6	57.2	12.7
6. Kerala . . . . .	95.5	100.0	91.0	100.9	100.0	100.0
7. Madhya Pradesh . . . . .	42.7	67.8	16.6	54.4	86.4	21.3
8. Madras . . . . .	71.3	88.1	54.4	82.7	98.0	68.6
9. Mysore . . . . .	62.9	80.6	40.4	78.7	98.7	54.3
10. Orissa . . . . .	35.2	53.9	16.1	42.6	65.3	20.4
11. Punjab . . . . .	55.1	74.6	32.4	76.0	100.0	44.9
12. Rajasthan . . . . .	24.5	38.5	9.3	32.5	49.1	10.9
13. Uttar Pradesh . . . . .	33.5	51.5	13.6	40.7	63.7	15.4
14. West Bengal . . . . .	72.2	95.1	49.8	80.5	97.6	59.4
15. A. & N. Islands . . . . .	36.4	48.5	23.5	58.0	75.0	40.0
16. Delhi . . . . .	73.5	85.1	61.0	85.0	98.4	70.5
17. Himachal Pradesh . . . . .	47.0	77.0	14.6	60.6	94.2	23.8
18. Manipur . . . . .	89.6	97.3	82.0	93.8	97.5	90.2
19. Tripura . . . . .	70.5	97.8	41.2	88.8	98.1	76.7
20. N.E.F.A. . . . .	9.5	15.8	2.1	11.5	20.0	2.6
21. Pondicherry . . . . .	39.5	43.6	35.2	46.9	53.2	40.2
INDIA . . . . .	51.0	69.0	33.0	62.7	86.0	40.0

	B—Age-Group 11-14			1960-61 (Targets)		
	1955-56					
	Total	Boys	Girls	Total	Boys	Girls
1. Andhra Pradesh . . . . .	13.9	22.6	5.2	17.3	27.0	7.6
2. Assam . . . . .	21.7	30.9	11.1	25.1	33.8	15.3
3. Bihar . . . . .	9.9	18.3	1.3	11.7	20.9	2.4
4. Bombay . . . . .	18.1	29.0	8.0	22.0	34.0	10.3
5. Jammu & Kashmir . . . . .	11.3	19.0	3.2	17.7	30.0	4.8
6. Kerala . . . . .	36.2	43.6	29.0	46.6	60.8	33.0

Name of State	B—Age-Group 11-14 1955-56			1960-61 (Targets)		
	Total	Boys	Girls	Total	Boys	Girls
7. Madhya Pradesh	10.7	18.2	2.9	12.9	21.8	3.8
8. Madras	22.6	32.0	13.2	26.2	37.1	15.3
9. Mysore	22.9	36.1	9.1	25.6	40.2	11.1
10. Orissa	6.9	12.6	1.3	9.8	18.0	1.8
11. Punjab	24.4	39.1	7.4	29.8	47.5	9.1
12. Rajasthan	9.1	15.6	22.0	10.7	18.3	2.6
13. Uttar Pradesh	14.0	24.0	3.1	15.2	25.6	3.9
14. West Bengal	19.5	29.2	8.2	25.3	35.0	11.7
15. A. & N. Islands	12.1	18.8	5.0	22.2	34.0	10.0
16. Delhi	45.9	57.2	33.6	53.0	66.3	30.8
17. Himachal Pradesh	16.4	4.2	27.5	23.6	38.2	7.4
18. Manipur	19.0	33.3	4.3	27.3	40.9	13.6
19. Tripura	19.5	29.2	9.0	28.6	42.3	13.0
20. NEPA	1.2	1.9	0.3	2.5	4.3	0.6
21. Pondicherry	24.8	27.9	21.4	34.7	39.8	29.3
INDIA	19.2	30.3	8.0	22.5	36.0	10.0

## APPENDIX VII

(Vide para. 198)

### *Statement showing the cost of Introducing Compulsory and Free Education in the Country by the end of the Third Five Year Plan*

For getting an accurate idea of the expenditure involved, estimates have to be worked out separately for each State and each Union territory after taking into consideration the local conditions, the progress actually made in each area and other relevant factors. However, a general idea of the financial implications may be arrived at thus:—

- (i) Total number of children in the age group 6—11 is about 4·5 crores.
- (ii) Out of them 60 per cent. (in round figures) will be at School by the end of the Second Five Year Plan.
- (iii) The remaining 40 per cent. will number about 1·8 crores.
- (iv) Total No. of children in the age group 11—14 is about 2·7 crores.
- (v) Out of them about 20 per cent. (in round figures) will be at Schools by the end of Second Five Year Plan.
- (vi) The remaining 80 per cent. will number about 2·2 crores.
- (vii) If compulsory education is to be provided for during the 3rd Five Year Plan for the entire age group 6—14 years, the total No. of additional children to be brought to school during that period will be  $1·8 + 2·2 = 4$  crores.
- (viii) For the purpose of calculation it may be taken that additional schooling facilities for  $1/5$ th of that number i.e. for 80 lakhs children will be provided every year during the Third Plan.
- (ix) At the rate of 40 children per teacher 2 lakhs of teachers will have to be appointed annually. For calculation the average emoluments of a teacher (pay *plus* allowances) has been taken to be Rs. 90 p.m.
- (x) For each of these 2 lakhs units of 40 children under a teacher the items of expenditure will be as follows:

(a) *Non-recurring :*

(a) (i)—Contribution for building . . . .	Rs. 1,000
(a) (ii)—Furniture, teaching appliances other equipments, etc. . . . .	Rs. 400

---

Rs. 1,400

---

(b) *Recurring :*

(b) (i)—Emoluments of the teacher . . . Rs. 1,080 p.a.

(b) (ii)—Other items of rec. expenditure  
such as contingencies, repair and  
replacement of equipment and fur-  
niture repair to buildings, etc. . Rs. 150 p.a.

---

Rs. 1,230 p.a.

---

(xi) Calculated on this basis the total expenditure required  
will be as follows:—

	1st year	2nd year	3rd year	4th year	5th year	Total
Non-Recurring .	28 cr.	28 cr.	28 cr.	28 cr.	28 cr.	140 cr.
Rec. { Continuing	..	25 „	50 „	75 „	100 „	..
New	25 „	25 „	25 „	25 „	25 „	..
Total Rec.	25 „	50 „	75 „	100 „	125 „	375 cr.
<hr/>						
Grand Total						
for the 5 years.....Rs. 515 crs.						
<hr/>						

Adding to this amount about 30 per cent. for inspectorate etc., the total comes to about Rs. 670 crores.

It is necessary to state that education upto the elementary stage is not free everywhere at present. If education is also to be made free up to the elementary stage during the Third Plan period, the required expenditure will go up by the extent it is met from fees by the children already in the schools.

Taking all this into consideration the total requirement may be roughly estimated to be of the order of Rs. 700 crores.

## APPENDIX VIII

### *Statement showing the Summary of Conclusions/Recommendations*

Serial No.	Reference to Para No.	Summary of Conclusions/Recommendations
1	2	3
1	16	The Committee fail to understand the absence of an all-India policy in the field of pre-primary education. The Committee are of the opinion that some guiding principles, though not rigid, should be thought out in consultation with the best educationists and psychologists in the country and they should be placed before the Ministries of Education in the States for guiding the various educational institutions. It is desirable that a reasonably uniform standard of teachers, their training, methods of teaching and proper environment in pre-primary schools should be insisted upon.
2	22	The Committee suggest that separate amounts should be properly earmarked for grant to pre-primary, primary, basic and social education etc. and under each head separate allocation should be made for important sub-heads like teachers' training, buildings, equipment, books for library etc. with certain latitude for reappropriation between the different sub-heads.
3	23	The Committee also suggest that all grants given by the Centre to voluntary institutions in the field of pre-primary, primary and basic education, should <i>generally</i> be through State Governments except in cases of institutions of an All India character. Provision should be made for admission of a certain number of poor students free in pre-primary institutions before sanctioning the grant. In case of institutions of all India importance the Centre should invariably inform the State Governments concerned of the extent and purpose of assistance given to such institutions.
4	29	The Committee are sorry to note that the enthusiasm in regard to National Committee on early childhood education proved to be short-lived. They suggest that this Committee may be revived

1	2	3
		by reconstituting it, if necessary, and that its activities may be resumed. The Committee appreciate that due to limitations of finance, the progress in this direction would be necessarily slow. All the same some general ground should be covered during the Second Plan, so that the schemes of pre-primary education may be suitably expanded in the Third Plan.
5	30	The Committee would like to lay special stress on the suggestion that the State Governments should encourage play centres in rural and industrial areas.
6	32	The Committee suggest that the Ministry of Education should make efforts in cooperation with the State Governments to increase the number of institutions for training of teachers for pre-primary schools. The Ministry should also encourage cheaper schools for the children of poor people who cannot afford to send their schools to costly schools which are at present working in the field of pre-primary education. Further, the Committee are of the view that for child education, it would be better to have women teachers. Government should encourage women with requisite qualifications to enter more and more in the field of pre-primary education as teachers, offer them stipends during the course of their training and give them extra amenities while in service specially in rural areas, such as housing etc.
7	39	The Committee appreciate the efforts of the Ministry of Education in conducting an All India Educational Survey. The Committee suggest that the result of the survey be published early in the form of a brochure and placed on the Table of the House.
8	43	The Committee were rather surprised to learn that full information regarding the decisions taken on and implementation of the recommendations of the Committee on Relationship between State Government and Local Bodies in the administration of primary education was yet to be received from the States.
9	45	The Committee suggest that the Ministry of Education should take a little more lively interest in persuading the State Governments to fall in line and to implement the recommendations in Kher Committee's Report as early as possible so that some uniformity in the administration of primary education in different States is achieved, which would

1

2

3

certainly be conducive to the expansion and improvement of primary education which at present is in an unsatisfactory State. The Committee understand that the teachers under the control of local boards suffer from certain handicaps like non-payment of salary in time, utilisation for purposes other than educational, transfers on grounds not considered reasonable etc. The Committee would suggest that the State Governments may be requested to examine the position in this respect and if necessary exercise more direct control on general administration of primary education with a view to eliminating the existing evils.

- 10        53        In view of the fact that the progress of elementary education in the country is rather slow, the Committee consider it rather unfortunate that certain amounts of grants sanctioned by the Centre for the development of elementary education should have remained unutilised.
- 11        58        While appreciating the steps taken to improve the utilisation of grants, the Committee would like to suggest that the Ministry of Education should invite the Members of Parliament of the State which could not fully utilise the grants or implement a particular scheme in the field of education, to a conference and place before them the difficulties in respect of that particular State and various other handicaps in the way of progress. Meetings should take place with regard to each State one after the other and in that way the discussions will be confined to problems arising out of one particular State at a time.
- 12        59        The Committee also suggest that there should be more effective co-ordination between the Ministry of Education at the Centre and the State Governments and both sides should understand each other more correctly and appreciate the difficulties in the way of each so that the existing feeling in the States that the Centre is trying to centralise all authority even in the domain which really belongs to the States is removed. The schemes in the field of Education should be more freely discussed between the Centre and the States, and the Centre should liberally release the money according to a settled policy to enable the States to carry on the development work.
- 13        64        The Committee are sorry to note that all the States have not been able to take advantage of the scheme:



of Central assistance for increasing the salary of primary school teachers. The Committee would suggest that the Ministry of Education should persuade the remaining State Governments to take advantage of this scheme so that the salaries of teachers can be raised to a reasonably uniform level. The question might be discussed with advantage at the Education Ministers' Conference especially in view of the prevailing dissatisfaction among the teachers reflecting in the falling standard of education.

- 14      65      The Committee would like to suggest that the proposals of giving additional amenities to the primary school teachers by way of free medical attendance, free housing and free education to their children upto the Secondary stage, be favourably considered and decisions arrived at expeditiously. The concession should be made available to all the primary school teachers including those employed under the District Boards and Municipalities. Further the possibilities of insurance of teachers at concessional rates of premia should also be explored with the Life Insurance Corporation.
- 15      71      The Committee suggest that the number of Basic training colleges and schools should be increased to supply the required number of teaching personnel. The duration and standard of training should be raised so that teaching personnel coming out of the training colleges and schools are well equipped for the job required of them. Further, in the traditional type of training colleges for graduates, training in techniques of basic methods of teaching should be made compulsory instead of optional as it is in the Central Institute of Education so that teachers coming out of these colleges have the necessary background in the basic methods of teaching. More women teachers should be encouraged for training especially for elementary schools and the schemes for encouraging the training of women teachers should be pushed through with vigour in all the States without further delay. A sub-Committee of the Estimates Committee which visited the Government Teachers' Training Institute for women in Daryaganj, Delhi which turned out women teachers for Junior Basic Schools, found that the Institute had a practising school upto the middle standard of a non-basic type. The Committee feel that a Training Institute for Basic teachers must have a practising school on

1	2	3
		<p>basic lines, otherwise the trainees cannot derive full advantage of the training and have to go to Basic School outside the Institute for practical training.</p>
16	76	<p>The Committee hope that no time will be lost in implementing the scheme of expansion of girls education and that the funds earmarked for this purpose would be fully utilised. The Committee would like the Ministry to pay more concentrated attention to the question of girls' education in view of the considerable leeway that has to be made up in this direction.</p>
17	85	<p>The Committee suggest that without checking the pace of expansion in the field of elementary education, the Ministry of Education should pay more attention to the qualitative improvement and for that purpose local resources in the villages and towns should be mobilised and encouraged by way of inviting the local people to share the expenses of primary schools for furnishing them properly and adequately. A drive for furnishing local schools could attract local resources as in Saurashtra where joint efforts were successfully made by all including the Ministers to mobilise local resources for opening new and furnishing the existing primary schools.</p>
18	86	<p>The Ministry of Education should also give financial assistance to the State Governments for schemes of medical inspection of school going children which all States should be persuaded to have.</p>
19	87	<p>The Committee recommend that in the Union territories directly functioning under the Government of India, conditions in primary schools should not be allowed to remain as they are and the Ministry of Education should make such satisfactory arrangements in those areas for primary education as may be emulated by States with advantage.</p>
20	91	<p>The Committee feel that it would be advantageous to set a time limit for the preparation and introduction of schemes for imparting universal compulsory education entrusted to the All India Council for Elementary Education.</p>
21	92	<p>The Committee observe from the Government resolution setting up the All India Council for Elementary Education that the Educational Adviser to the Government of India and the Head of the</p>

Basic and Social Education Division of the Ministry of Education are to be the Chairman and Secretary of the Council respectively. The Committee do not appreciate the policy of intimately involving the Ministry with the management of such bodies. They are of the opinion that there should be some machinery on the lines of the University Grants Commission, which may be statutory autonomous or semi-autonomous. It should be supplied with ample funds as well as sufficient authority to carry on the work in its sphere in consultation with the State Governments.

- |    |     |   |
|----|-----|---|
| 22 | 98  | The Committee feel that the agency of Panchayats in rural areas should be more actively utilised for construction of houses for teachers in rural areas with financial assistance from the Centre and States on a grant-in-aid basis.   |
| 23 | 99  | The Committee are of the opinion that the Ministry should slow down its programme of construction of costly prestige buildings and utilise the funds thus saved in providing a net work of cheap and simple buildings for basic schools on a planned basis in consultation with the State Governments so that the fulfilment of the Directive laid down in Article 45 of the Constitution is not delayed any longer.  |
| 24 | 103 | The Committee consider that the task of preparing model text books should be taken up by the Central Bureau of Text Book Research forthwith.  |
| 25 | 116 | The Committee are of the opinion that unless the Centre utilises its resources earmarked for elementary education predominantly for the improvement and spread of basic education in the country the progress of basic education will continue to be extremely slow. They, therefore, call attention to the recommendation of the Assessment Committee on Basic Education that the Union Government should insist that any financial aid given by it directly or indirectly to improve or spread Elementary Education is strictly earmarked by the States for Basic Education <i>i.e.</i> , Basic Schools and Basic Training Schools. |
| 26 | 118 | The Committee are of the opinion that systematic comparative study of the achievements of pupils in Basic and non-Basic schools would be useful and might be undertaken with advantage by the National Institute of Basic education.  |

1	2	3
27	121	<p>The Committee consider it unfortunate that even after 20 years of the enunciation of the scheme of basic education, the standard existing in the basic schools is poor and that the Central Ministry is still thinking in terms of proposals for improving the standard. The Committee would recommend that the steps proposed to raise the standard of Basic Education should be expedited so that the existing misgivings in the mind of the public are removed as early as possible and Basic Education is put on sound lines throughout the country. The Committee would also suggest that steps indicated in para. 121 should be taken toward this end.</p>
28	130-131	<p>The Committee are entirely in agreement with the views of the Assessment Committee on Basic Education in respect of Post-Basic Education that (a) the whole question of Post-Basic Schools should be fully discussed and there should be some clear declaration of policy in regard to the same, (b) the pupils passing out of Senior Basic Schools who wish to join secondary schools other than Post-Basic schools should be permitted to do so and (c) the pupils passing out of Post-Basic Schools should be permitted to join in appropriate courses of studies in the Universities and they recommend that clear and unambiguous enunciation of policy on these lines and issue of suitable instructions by the various authorities concerned should be expedited.</p>
29	135	<p>The Committee suggest that the proposed model Basic School in Delhi should be put under the charge of a Board consisting of persons with sufficient experience in the field of Basic Education.</p>
30	136	<p>The Committee would further recommend that another model Basic School should be established in a rural area so that a comparative study of the experiences of urban and rural model schools could be made with advantage.</p>
31	142	<p>The Committee feel that there has been a tendency which has been marked in recent years of each Ministry taking to itself more and more of administrative and executive work which really does not fit in with the original conception of a Secretariat organisation for dealing with policy matters as distinct from day to day administration and executive functions. The Committee, therefore, suggest that the Ministry, instead of directly administering such institutions, should gradually hand over such institutions to other agencies created for that</p>

purpose. In this way the Ministry may continue to have general over-all control so far as policy is concerned ; it should not involve itself directly in the administrative and executive functions.

- 32      146      The Committee feel that as there was an urgent need of research in the field of Basic Education, attempts should have been made from the very beginning to equip the National Institute of Basic Education with requisite personnel. Further, the Committee agree in this respect with the recommendation of the Assessment Committee on Basic Education that in selected Basic Training Institutions, already functioning, and in the Graduate Basic training Colleges, provision for research in every aspect of basic education should be made and scholarships should be offered to the best trainees in such training institutes to encourage them to undertake the research work. The Committee would prefer research units working in different regions on the problems connected with Basic Education in their regions under the over-all guidance of the National Institute of Basic Education.
- 33      150      The Committee would recommend that the National Institute of Basic Education should undertake, without any loss of time, the training of Basic Education workers at the higher level i.e. Inspectors, Administrators, Supervisors etc. to enable them to properly appreciate the problems in the field of Basic Education.
- 34      151      The Committee feel that it would be advantageous to associate the officials of the State Governments more closely with the National Institute of Basic Education. Those officially connected with Basic Education and teachers from post-graduate training colleges can work in the Institute for a limited period on problems faced by them taking the help of research workers in the Institute. This would increase the co-ordination between the agencies and the Institute.
- 5      153      The Committee feel that the question of locating the National Institute of Basic Education should be further reviewed and the feasibility of locating it at a place where there are already vacant buildings available should be examined. The Committee would suggest that the Institute should be located in an area where some kind of research in Basic Education has already been undertaken and that the real neces-

sity or otherwise of spending another seven lakhs of rupees for the building in Delhi in these days of financial stringency should be carefully examined. The Committee also suggest that the feasibility of setting up this Institute in Wardha where the idea of Basic Education was given shape might be examined by the Ministry.

- 36      161    The Ministry should take all steps to see that the selection of craft in basic schools is done carefully and that the teaching is scientifically correlated with craft and not done mechanically as is reported to be the case in a number of Basic Schools in the country at present.
- 37      167    The Committee suggest that productive aspect in Basic Education should not be overlooked and some standard targets of production should be laid down for different classes keeping in view the age of pupils, the equipment supplied and the nature of craft. These targets should be periodically reviewed and suitably improved upon as more experience is gained. Care should, however, be exercised to see that the productive aspect does not in any way undermine the academic aspect of training.
- 38      172    The Committee feel that State Governments should be persuaded to take more interest by either purchasing products of basic schools or by arranging their disposal through State emporia, *bhandars*, etc. and by enlisting the help of Khadi and Village Industries Boards in that respect. As suggested by Acharya J. B. Kripalani, a corner in the emporia, *bhandars*, etc., marked as "Children's work" may be earmarked for the display and sale of basic school products.
- 39      173    The Committee are of the opinion that the work of producing guide books, literature for teachers and children could be taken up by the National Institute of Basic Education.
- 40      176    The Committee feel that the work of producing literature on basic education could advantageously be done by one body and that the National Institute of Basic Education may be given powers for selection and publication of literature on basic education. The Committee are not convinced that the Secretariat of the Ministry should be concerned with the work of collection, editing and publication of literature on basic education. The Committee suggest that

the work of collecting and editing selected material available in Basic Training Colleges should be seriously taken up by the National Institute of Basic Education and useful guide books published for the teachers and children to arrest the deterioration in the standard of basic education which is evident at present in a number of basic schools.

41

201

The Committee fully realise the vastness of the problem in providing free and compulsory education to the children upto the age of 14 years within the period specified in Article 45 of the Constitution and the financial difficulties in achieving that goal. The Committee, however, fail to appreciate the absence of even a perspective plan in the Ministry of Education according to which the goal laid down in Article 45 of the Constitution is sought to be achieved and the definite time limit and finances to be provided for the same in various stages. The Committee, therefore, suggest that a perspective plan for introduction of free and compulsory elementary education for children upto the age of 14 years in the country may be evolved by the All India Council for Elementary Education with a phased programme for the whole country to be implemented within a specified period with due regard to the financial resources, the existing conditions and the recommendations of the various Committees which have already given thought to the problem. The Committee also recommend that the Ministry of Education should explore all avenues in making more funds available for elementary education including the introduction of an educational cess for accelerating the pace of progress in the field of primary education so that within the shortest possible time the children in the age-group of 6 to 11 are first brought within the fold of free and compulsory education followed by those in the age-group of 11 to 14. The Committee further recommend that full advantage should be taken of the private initiative by removing all impediments in the way of development of the voluntary institutions in the field of primary education.

42

202

Since it is not now possible to achieve the target laid down in Article 45 of the Constitution, it is necessary that the position is carefully reviewed at the highest level and a revised time limit set up so that the Planning Commission may know without

1	2	3
		ambiguity as to what financial provision will have to be made on this account during the subsequent Five Year Plans. The Committee would, therefore, suggest that the Plan provision for Education should not be reduced on the grounds of economy.
43	203	Education in the Union territories is the direct responsibility of the Centre. The Committee, therefore, recommend that the Ministry of Education should seriously endeavour to fulfil the provision of the Article 45 of the Constitution at least in the Union territories to serve as an example to the State Governments. The Committee are definitely of the view that it would be desirable to earmark the amount of about Rs. 3.5 crores during the Second Plan and Rs. 6.8 crores during the Third Plan which is the amount stated to be necessary for introducing compulsory education for the age-group 6 to 14 years in Union territories in fulfilment of an obligation arising out of the Constitution.
44	204	The Committee also suggest that the Ministry of Education should review, in consultation with the State Governments the Compulsory Education Acts of the States to remove the existing defects and to bring a reasonable degree of uniformity.