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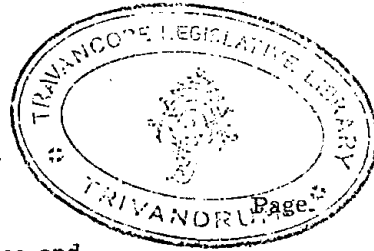
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in Madras Presidency

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UNIVERSITY OF MADRAS

REORGANISING OF EDUCATION IN MADRAS PRESIDENCY

CHAPTER I

GENESIS.

1. At a meeting of the Senate held on the 22nd of March 1944, the following resolution was passed :

“That it be a recommendation to the Syndicate to consider the appointment of a special Committee to examine the problems of Post-War Educational Reconstruction.”

**Terms of
Reference.**

The Syndicate had also before it a reference from the Government of India forwarding the recommendations of the Central Advisory Board of Education and requesting that the views of the University may be communicated thereon.

2. In pursuance of the above resolution, the Syndicate appointed a special committee, with power to co-opt, to consider the reference from the Government of India as well as the whole subject of post-war educational reconstruction with special reference to conditions in this Presidency regarding School, Collegiate, Technical and Professional education and to submit a report thereon. The Special Committee consisted of the following members :

**Personnel
of Committee.**

1. Sir A. Lakshmanaswami Mudaliar, M.D., LL.D., D.Sc., F.R.C.O.G., F.A.C.S., Vice-Chancellor (Chairman & Convener).
2. Dr. B. B. Dey, M.Sc., D.Sc., F.R.I.C., Ag. Director of Public Instruction, Madras.
3. Rao Sahib Dr. B. V. Narayanaswami Naidu, M.A., Ph.D., B.Com., Bar-at-Law.
4. The Rev. Jerome D'Souza, S.J., B.A. Hons.
5. Khan Bahadur Dr. Md. Abdul Haq, M.A., D.Phil.
6. The Rev. A. J. Boyd, M.A.
7. The Rev. T. Gonsalves, S.J., B.A., D.D.
8. Rao Sahib Alexander Gnana-muttu, M.A.

Principals
of Arts &
Science
Men's
Colleges

- | | |
|--------------------------------------------------------------------------|-----------------------------------------------------------------|
| 9. Miss K. Myers, M.A., Principal,
Queen Mary's College,
Mylapore. | } Women
Educa-
tionists |
| 10. Miss C. K. Kausalya, B.Sc. Hons.,
L.T. | |
| 11. Mr. Joseph Franco, M.A., L.T. | } Principals
of
Training
Colleges. |
| 12. The Rev. T. R. Foulger, M.A. | |
| 13. The Rev. B. Clutterbuck, M.A. | |
| 14. Miss J. M. Gerrard, M.A. | |
| 15. Miss K. N. Brockway, M.A. | |
| 16. Mr. S. Govindarajulu Naidu,
B.A., B.L., LL.B.,
Bar.-at-Law. | } Law |
| 17. Mr. K. S. Nair, G.B.V.C.,
M.R.C.V.S., D.T.V.M. | } Veterinary
Science |
| 18. Rao Bahadur Dr. B. T. Krishnan,
B.A., M.B.B.S., M.Sc. | } Medicine |
| 19. Dr. J. J. Rudra, M.A., B.Sc.,
Ph.D., A.I.I.Sc. | } Engineer-
ing |
| 20. Mr. Basheer Ahmed Sayeed,
M.A., B.L., M.L.A. | } Members
of Senate
'and/or
Syndicate |
| 21. Mr. Abdul Hameed Khan, M.L.A. | |
| 22. Mr. D. Ramalinga Reddy, M.A.,
B.L., M.L.A. | |
| 23. Mr. K. Kuruvila Jacob, M.A. | } Head-
masters of
High
Schools,
on the
'Senate. |
| 24. Mr. M. J. Sargunam, M.A., L.T. | |
| 25. Mr. E. H. Parameswaran,
M.A., L.T. | |
| 26. Mrs. S. Achyuthan, B.A., L.T. | } Other
Heads of
High
Schools. |
| 27. Miss B. Amirtammal, M.A., L.T. | |
| 28. Mr. V. A. Ramachandra Ayyar,
M.A., L.T. | |

with Mr. William McLean, O.B.E., J.P., M.A., B.L.,
Chartered Secretary,

Registrar of the University, as Secretary.

3. The Committee held its meetings at the University Buildings, Chepauk, Madras, and met on twelve occasions on the following days :

19th January, 1945.	31st March, 1945.
15th February, 1945	4th April, 1945.
2nd March, 1945.	5th April, 1945.
16th March, 1945.	10th April, 1945.
22nd March, 1945.	13th April, 1945.
24th March, 1945.	23rd April, 1945.

and finally met on 4th July 1945 to pass the report.

4. The Committee, after a careful consideration of all aspects of education with particular reference to this Presidency, has pleasure in submitting the following report :

GENERAL CONSIDERATIONS.

5. At its first meeting the Committee resolved that it would not be possible to limit itself to consideration of any particular type of education or stage of education and that the whole field of education from the Primary to the highest stage of education needed to be reviewed. The different stages of education were so inter-linked that, unless a broad general examination of the whole position was made, a satisfactory method of reviewing the position and suggesting the necessary reforms would not be possible. It was felt that several educational problems, having an intimate bearing on the general, physical, cultural, and moral development of the student, had also to be considered. Problems pertaining to the education of women, physical education, adult education, development of fine arts, technical and technological education, preparation for Government service and professional careers, the training of teachers, etc., had all to be considered.

6. It was, therefore, decided that a comprehensive agenda should be prepared dealing with all aspects of the question and the Committee should proceed to discuss individual items on such agenda.

7. It was also decided that in connection with each of the items, the Committee should consider the relevant part of the report by the Central Advisory Board of Education on Post-War Educational Development in India and offer its opinion, wherever necessary, on the suggestions contained therein.

Meetings of
Committee.

Scope of Survey-
Primary Stage to
University and
Higher
Education.

Conclusions have reference to Broad Principles: Working out of details to be done by Special Ad Hoc Committees of Experts.

8. The Committee was definitely of opinion that it was desirable that it should confine its discussions to broad principles and not deal with details, particularly with reference to curricula of studies, syllabi, the period of study necessary for particular subjects, the system of examination, etc. In the opinion of the Committee, these matters should be further considered in detail by Special Committees on which experts would be adequately represented and that such consideration would only be possible with the active co-operation and collaboration of agencies engaged in these fields of instruction, particularly the Government.

9. In considering these broad principles, the Committee was aware that, in the absence of detailed information regarding location and distribution of educational institutions, a statistical survey of educational requirements and developments and of the needs of particular areas in regard to industrial or technical possibilities, it was not in a position to consider in detail the requirements of the different areas in the Province.

10. These and other matters requiring detailed consideration should be elucidated through further enquiry by a Special Committee appointed by the Government on which it is hoped that representatives of the University, of industries, technical experts, teachers and persons interested in Secondary Education, would be adequately represented. It should be the duty of such a Committee to plan out and locate the different types of schools, polytechnics, technical institutions and other varieties of educational institutions needed throughout the Presidency.

11. The Committee now presents its detailed recommendations on the subject.

CHAPTER II COMPULSORY EDUCATION

1. **Primary or Basic Education for Literacy.** The position in this Presidency, as in the rest of India at present, is that education for boys and girls is not compulsory at any stage, except in a few local areas where the local Board or Municipality concerned is

Education at present is not universal or compulsory in India.

empowered by the Provincial Government to introduce compulsion. At present over 85 per cent of our population is still illiterate.

2. In Great Britain compulsory education begins at the age of 5 and ends at the age of 14. The Act of 1936 raised the age to 15 years, subject to exemption for beneficial employment; but this provision of the Act was suspended owing to the War. Under the Education Act of 1944, it is intended that the school leaving age should be raised to 16 years and that thereafter there should be provision for further free education, but on a voluntary basis.

**The Position
contrasted with
that of Great
Britain.**

3. **Types of Schools — Primary.** Education in this Presidency is given in two types of schools (a) Primary Schools where the pupils receive education for a period of five years, and in five classes—classes 1 to 5; (b) Higher Elementary Schools where education is given for a period of eight years, five years being of the Primary stage and 3 years being of the Higher Elementary (Middle School) stage. The Higher Elementary Schools impart instruction in the mother tongue, no second language (such as English) being compulsory. The pupils of the Higher Elementary School, who wish to pursue their educational career are generally admitted to the III Form of the Middle School where they have to learn a second language, which in most cases is English.

**Primary Schools
of two types
at present.**

4. **Compulsory Education of Children —** The points for consideration are whether education for children should be compulsory, if so, for what period, and at what stage it should begin. Opinion is more or less universal in all civilised countries that education should be compulsory to all children between certain age periods and that the responsibility for giving such education and enforcing it should devolve upon the State. In some countries, the compulsion is extended to the age of 18, whereas in countries like Great Britain, as has been pointed out, the compulsory age at present is 16, with provision for further education up to the age of 18 being made by the State. Although the ideal would be to give compulsory education up to the stage when the boy or girl is sufficiently trained to realise the responsibilities of citizenship and to pursue his or her studies further and to enter life as an

**Compulsory
Education for all
to age of 13/14
recommended.**

apprentice in some profession or trade, the various limitations at the present juncture are such that the ideal cannot immediately be reached. The Committee, after due consideration of all the difficulties involved in enforcing compulsion, has come to the conclusion that education for 8 years should be compulsorily provided for all children between the ages of 5/6 and 13/14.

5. The question was considered whether the period of study should be from the age of 5 or from 6. It was decided that children should be admitted to school at the age of 5 or 5 *plus*, and in no case should a child pass the 6th year without being put to school.

**Abolishing of
Higher
Elementary
Schools.**

6. The best manner in which this compulsory period of eight years can be utilised would seem to be by dividing this period into two stages of education; the first five years would be the primary stage, and the second three years would be spent in the Middle School classes of High Schools. The Committee is of opinion that the present Higher Elementary Schools should cease to exist as a separate type. The Committee is not in agreement with the recommendation of the Central Advisory Board of Education on Post-War Educational Development in India, that at the end of the Primary stage, the choice should be between two types of institutions, viz., the Senior Basic School and High School. In its opinion, every pupil should pass out of the primary stage and go into the Middle School, or if his or her capabilities are sufficient, into the High School. In its opinion there should be only two types of schools, (a) the Primary Schools which will consist of five classes and cater to the children between the ages of 5 and 11, and (b) the Secondary Schools which will consist of 6 classes for the ages between 10/11 and 15/16, the first three years being the stage of Middle School education and the second three of High School education.

**Compulsory
Education—
Duty of the
State.**

7. **How to enforce compulsion**—As it is essential that education at this stage should be compulsory, it is necessary to state how this compulsion can be enforced and what the responsibility of the State is with regard to compulsion. When compulsion is introduced, it will be the duty of the State to provide the necessary schools. These schools should be

adequate in quality and equipment with such variety of instruction and training as may be desirable in view of the different ages, abilities and aptitudes of the pupils. For this purpose, as has been stated earlier, it will be necessary for the appropriate authority to estimate the immediate and prospective needs of each area and prepare a development plan for such area. It will also be necessary by suitable legislation (a) to require parents to send their children of compulsory school-age to one or other of the schools provided in the scheme of compulsion; and (b) to enforce regular attendance of the children. The Education Act of 1944 of Great Britain contains provisions for enforcing these conditions and penalties for any breach. Similar provisions will be needed in India, when compulsion is introduced.

8. The enforcement of compulsion implies free compulsory and universal Primary education in all areas. The introduction of compulsory free education in other countries has met with difficulties. Despite the statutory provision for compulsory education between certain specified years all children have not become literate; and some of the reasons that have been deduced for this are: poverty of parents leading to undernourishment, inability to provide adequate clothing and footwear, lack of cheap or free transport and free books. These difficulties have been encountered in countries like Great Britain and America and will be still greater in India, where the abject poverty of the masses will naturally tend to frustrate any system of compulsory education. The Committee believes, however, that such obstacles can be overcome and that the best way to overcome them is for the State to step in and assume full responsibility. Compulsory education, therefore, as envisaged by the Committee implies that the authority concerned should hold itself responsible for certain necessary amenities being given to children. Such amenities may be

Education for All.

- (1) at least one meal free of cost;
- (2) Books and other school equipment free of cost;
- (3) transport of pupils to and from school, where necessary; and
- (4) clothing and such other amenities as may be considered essential in certain cases.

While the Committee is of opinion that a period of eight years of compulsion is necessary to ensure the minimum amount of efficiency, it realises the difficulties in immediately enforcing such a condition and is therefore prepared to recommend that, as an initial measure, the age of compulsion may be between the ages of 5/6 and 10/11; compulsion being extended for a further period of three years as soon as possible.

Schools for All.

9. **Location of Schools** — It is necessary that Primary education should, as far as possible, be carried to the doors of the children; in other words, the children should be provided with schools as conveniently near as possible to their homes; and a planned distribution of schools over a particular area, say a District, should be the first step taken towards ensuring the spread of education and the introduction of compulsion. In every village with a population of 1,000 there may be a Primary School, and groups of villages within a convenient distance of two to three miles may be provided with one or more schools to meet the educational needs of the children of the locality.

Schools may work in Shifts.

10. **School Hours**—To facilitate compulsion and to secure the required accommodation for the children of the locality, the primary classes may work in two or three shifts with provision, as has already been stated, for transport and supply of one meal a day for the children. The number of pupils in a class should not exceed 30 and one teacher should be responsible for attendance and progress for every class. There should be playgrounds, space for a garden and shady trees around the school building, so that the children may have open air exercise in attractive natural surroundings.

11. The object of having a shift system in these schools is to make it easier for the parents to send their children to the schools. In a predominantly agricultural country like India, the children are utilised for some domestic work, to carry food, etc., to their parents working in the fields. It should be possible, therefore, by arranging in shifts, a morning shift between 7 and 11, and an evening shift between 1 and 5, to enable the children to get the benefits of schooling and at the same time be of

some help to their parents. The two shift system will make it possible for a larger number of children being admitted into the same school building, while it may also be of help to pupils coming from some distance to attend the school in time. If the schools work for 6 days in the week, the shortened number of hours per day in the shift system will be made up in the total number of working hours per week.

12. **Teachers**—The question of the training of teachers and of finding a sufficient number of teachers for the greatly extended scheme of education will be discussed at a later stage. It may, however, be stated here that for the Primary stage it is very desirable that a large number of women teachers should be encouraged to take up the responsibility. The Committee feels that at this stage of education, some schools may have co-education, while, if there are a sufficient number of girls in any locality, there may be separate schools for boys and girls, but in both types of schools, so long as the age limit is between 5/6 and 10/11, it appears to the Committee that a greater encouragement should be given to women to undertake teaching in the Primary classes. Some women teachers may be either full-time or part-time. Although some of the teachers may be full-time, there is no reason why part-time teachers should not be encouraged in Primary classes. A large number of women and some men may be quite willing to give a part of their time in the forenoon or the afternoon for purposes of teaching, as it may not interfere with their domestic or other duties. This is one of the directions in which the shift system of working will be found useful also and if any immediate large-scale expansion of Primary education is to take place, it seems inevitable that both the suggestions—the shift system as well as the system of full-time and part-time teachers—should be fully explored and advantage taken thereof. During this period of training, emphasis must be laid on the health and development of body, on the formation of character, and on the attainment of some degree of dexterity in the use of the hand.

13. **Agency for Primary education**—Whatever may be the agency for primary education, *the direct responsibility of the State for its efficiency and sufficiency should be definitely accepted.* At present

**Primary Teaching
Largely by
Women Teachers.**

there are many agencies responsible for primary education. Among such agencies may be mentioned—

- (a) Local Boards and Municipalities,
- (b) Missionary Bodies,
- (c) Organised Bodies or Committees,
- (d) Private managements, and
- (e) Teacher Managements.

Besides these, there are a few elementary schools managed by Government and attached to training schools for teachers.

**Extent of Control
By Government
over Primary
Education.**

14. Experience shows that, if standards are to be maintained, if teachers are to receive adequate remuneration and to have their status recognised, and if schools are generally to work efficiently, there is need for much greater control by the Government than it has been possible to exercise in the past. Institutions, there are undoubtedly, whose working leaves nothing to be desired, but such institutions are not many, and the deficiencies associated with the management of schools by Local Boards and by certain of the other agencies are such as call for immediate and drastic improvement in all directions. When compulsion is introduced, the responsibility of the State is all the greater to ensure that all schools, whether maintained by Government, Local Bodies or Private Agencies, come up at least to the minimum level of efficiency. The logical conclusion of compulsion would be for the State to take over direct management of the schools. This, however, would lead to a great disorganisation of the existing system and would also be unfair to certain of the existing educational institutions running efficiently under non-official managements. It seems therefore desirable that, while the expansion of education should be the concern of the Government, where private enterprise has stepped into the field, the control exercised by the Government should be such as to ensure efficient instruction, and where such efficient instruction is not possible the Government should assume the full responsibility for running such a school.

**The State and
schools run by
private manage-
ments.**

15. In the opinion of the Committee, there is need for taking over institutions run by private individuals and teacher-managers, as the majority of these institutions must, from the very nature of

things, be conducted on lines not calculated to ensure efficiency. In regard to institutions under Local Boards, there seems to be a great need for creating a special authority for educational purposes, and the whole field of education to come under a central authority, the Minister of Education. Reference will be made in a later Chapter to the need for the creation of a Department of Public Education and for a Ministry of Education. It may, however, be pointed out here that the experiment of leaving education in the hands of Local Bodies has not altogether been a success and that it is necessary and desirable to keep education outside the pale of controversial politics or party warfare. Missionary enterprise has played a part in the expansion of education and so long as such institutions are run efficiently, but on a voluntary basis, the State may content itself with exercising a watchful eye on their working.

16. Whatever be the management, the Government should take full responsibility for ensuring—

- (a) That properly trained teachers are available in sufficient numbers for these schools;
- (b) That they are paid adequate salaries and guaranteed pension or Provident Fund so as to ensure the right type of persons entering the teaching profession;
- (c) That facilities are available for such children as need it, for free transport, for free meals, clothing, books, etc.;
- (d) That all school buildings conform to the minimum standards in regard to sanitation, equipment, etc.;
- (e) That, where co-education exists, adequate facilities are available for girls in such schools and that a reasonable number of women teachers are employed in all such schools;
- (f) That parents are given the right to choose the schools they desire to admit their children into, provided the educational authority of the Government is satisfied that it does not throw any additional financial burden on the State or that the grounds on which the parents' choice is made are legitimate and adequate;

- (g) That teachers in rural schools are provided with residential accommodation. The conditions of service and the training required for teachers will be elaborated in a later Chapter.
- (h) That the health of the school children receives careful attention. This subject will be referred to, in detail, in the Chapter on medical inspection and care of school children.

CHAPTER III

PRE-PRIMARY EDUCATION— NURSERY SCHOOLS.

1. Nursery schools are no new development in Great Britain and America, where they have achieved unique results in the training of young children between the ages of 2 and 5 years. Particularly during the war, there has been a large increase in the number of such schools in Great Britain. In India however the growth of this important aspect of child education has been haphazard, slow, and limited largely to a few localities, and fostered mostly by private benefactions, despite the greater need in this country, with its teeming millions of working mothers, who have not the time and energy to look after young children, for the State to take over the care of such young members of the community. The wealth of any nation lies almost wholly in its children and the training and equipping for life of the young cannot be undertaken at too early an age.

Aim and Scope of Nursery Schools.

2. **Place of Nursery Schools**—Nursery Schools are intended to look after children between the ages of 2 and 5. The aim of the Nursery School is to cultivate good habits such as cleanliness of person, good manners, clearness and comeliness of speech, and kindness and consideration for others and the promoting and early development of group consciousness. The Nursery School forms a transition from home to school, and is particularly useful and necessary in large cities and industrial areas. There is no doubt of the importance of training children in good habits at the most impressionable age and of the indirect value of the Nursery School in influencing the parents of the children. Children coming even from good homes can derive immense benefit, both edu-

cautional and physical, from attendance at Nursery Schools. Nursery Schools are of great value to mothers who go out to work and also to those who need relief from the burden of household duties combined with the care of a young family. It is however in the poorer parts of large cities that Nursery Schools are of great value in securing medical and nursing care and the remedial treatment of defects, which may be difficult to eradicate if they remain untreated until the child enters school in the ordinary way at the age of 5.

3. While the Committee is impressed with the place of Nursery Schools in the scheme of post-war Educational Reconstruction, it would, taking a practical view of things, suggest that such Nursery Schools should first be established in the larger cities and particularly in all industrial areas. These schools should be situated in poorer neighbourhoods and the children should be provided with meals including milk, such of the parents as can contribute towards the cost of the meals paying according to their means. While the Nursery School will normally provide for children between the ages of 2 and 5, children who are not yet ready for transfer to the Primary School can be retained till a later age. The Committee would therefore recommend—

Need for Nursery Schools particularly in Cities and Industrial Areas.

- (1) That Nursery Schools should be provided in all large Cities and Industrial areas;
- (2) That these schools should generally be situated in the poorer neighbourhoods;
- (3) That children between the ages of 2 and 5 *plus* should be attended to in these schools;
- (4) That there should be provision for medical and nursing care and that all physical defects should be attended during this period;
- (5) That the care of the children in the Nursery Schools should be entrusted to a specially trained staff;
- (6) That there should be provision for meals;
- (7) That parents should contribute to the cost of such meals according to their means; and
- (8) That the establishment of Nursery Schools on a voluntary basis should be encouraged by the State, in other areas.

CHAPTER IV

POST-PRIMARY—MIDDLE SCHOOL
EDUCATION.

Middle Schools—
Teaching through
Mother Tongue.

1. At the end of the period of training in the Primary classes, i.e., at the age of ten plus it is recommended that the pupil be transferred to a Secondary School. It has already been stated that the Committee is not in favour of the continuance of the Higher Elementary Schools. The period of training in the Secondary School should last for six years, the first three years being the stage to which compulsion should be extended as soon as possible. This may be called the Middle School training, while the High School stage will consist of three years subsequent to this period.

Admission to
Middle School
should not be by
Selective
Examination.

2: Admission to Middle School — The question of the mode of selection for admission to the post-primary stage is one of considerable importance. It has been suggested in the Report of the Central Advisory Board of Education that a definite process of selection should be formulated and that this should consist of the following procedure. "Heads of Primary Schools should be asked in the first place to submit names of pupils in the appropriate age-group, who in their opinion and on the strength of the school record would benefit by a High School, and such list should be scrutinised by the Inspector or Inspectors of the area concerned to see if a reasonable number of candidates have been recommended. The candidates on the list so revised should then undergo a common examination which should be controlled by a Board of Examiners specially constituted for this purpose."

3. The Committee having carefully considered these proposals is definitely of opinion that an examination test for admission to the post-primary stage is not desirable. The Committee in this connection notes that the place of examinations has been fully considered in the White Paper on Educational Reconstruction issued in Great Britain by the Board of Education. The Report states "There is nothing to be said in favour of a system which places children of the age of 11 to the strain of a competitive examination on which not only their future schooling but their future careers may depend.

Apart from the effect on the children, there is an effect on the curriculum of the schools themselves. Instead of the junior schools performing their proper and highly important function of fostering the potentialities of children at an age when their minds are nimble and receptive, their curiosity strong, their imagination fertile and their spirits high, the curriculum is too often cramped and distorted by over-emphasis on examination subjects and on ways and means of defeating the examiners. The blame for this rests not with the teachers but with the system. Apart from the method of selecting pupils for the latter stages of compulsory education, it is obvious that a final selection at the age of 11 makes no allowance for the child who develops later than the majority of his fellows."

4. The Committee is in entire agreement with the views expressed above and feels that a public examination at that age will produce disastrous consequences on the whole system of education of boys and girls. The admission of pupils to the post-primary classes should be largely regulated by the School record and the simple tests that are available to the Headmasters of these Schools; and inasmuch as compulsory education is to be extended up to the Middle School stage, it should be the endeavour of teachers in the Primary classes to instruct students adequately to fit them for the post-primary stage of education. In the light of experience gained, when the period of compulsion is extended, it may be necessary to review the methods of training and the subjects of training in the post-primary classes, best suited for the different degrees of development of the pupils.

5. **Scheme of Studies** — The training given at the Middle School stage should be more or less common to all, the mother-tongue being the medium of instruction. Some variation may be allowed to suit the needs of the locality and the abilities of different children. A second language preferably English should be a compulsory subject of study. The students in the school should be trained in some craftwork, at least for two hours a week during the whole of this period. In preparing the syllabus of studies for the middle school, the following points should be borne in mind :

Instruction in Middle Schools should be through the mother-tongue.

**Scope of
instruction.**

- (1) That this period of study will ere long be a compulsory period of study for all pupils;
- (2) That in the majority of cases the education of the pupil may have to be rounded off at this stage and that therefore the syllabus should be so drawn up as to give some finishing touches to an education that should ultimately lead them to citizenship and to careers;
- (3) That diversity within limits should be possible so that schools within different areas may develop along lines best suited for their localities;
- (4) That the training given in these schools should be adequate for such of the students as wish to continue their studies in the High Schools;
- (5) In particular, consideration must be given to a closer relation between education in the countryside and the needs of agricultural and rural life, and more generally to creating a better understanding between inhabitants of the town and of the country. It has been well pointed out that education in the future must be a process of gradual widening of the horizon from the family to the local community, from the community to the nation, and from the nation to the world.

CHAPTER V**HIGH SCHOOL EDUCATION.****Selection by
School Record
and Class
Examinations.**

1. **Mode of Selection** — The remarks made earlier in regard to the place of a public examination in the selection of pupils from the Primary to the Post-Primary classes will apply with equal force to the selection of pupils from the Middle School stage to the High School stage of education. Just as the life of a child in a Primary School may be overshadowed by an examination at the age of 11, a public examination at the age of 13 *plus* will be equally harmful to the proper development of the child at this period of its education. At the same time, it is obvious that not all pupils may be found suitable for the High School stage of education, and a *via media* has therefore to be found with a view to admitting students of promise to the High School. Two points have to be borne in mind in this connection: Firstly, that diversified courses of training

are to be introduced at the High School stage; and secondly, that in view of the difficulty of deciding finally the aptitudes and the capability of the pupil at that age, the system should be flexible enough to permit of pupils changing from one type of education to the other at any suitable stage of their High School career.

2. The Committee after a careful consideration feels that it would be best to leave to parents the option of deciding what type of education their children should receive after the middle school; and that the present practice of issuing transfer certificates after the Middle School on the basis of class-examinations and school records should be sufficient, the Headmaster of the High School, however, having full discretion to admit any pupil to his school and for one type of training or another. Much undoubtedly will depend upon the care bestowed by the Headmasters of the Middle Schools and High Schools in studying and judging the school record of the pupil concerned.

3. **Courses of Study**—It has been stated that the period of study in the High School should extend to three years after the Middle School training. The Committee agrees with the generally expressed opinion that there should be two types of Schools (or classes) at this stage of education—(i) Preparatory classes leading to Universities; and (ii) Technical classes leading to Polytechnics or Higher Technical Institutes. These are sometimes referred to as academic and technical schools, but inasmuch as technical schools have necessarily, in the opinion of the Committee, to have some subjects of study in common with academic classes, and because the expression 'academic' generally conveys the impression that technical schools are inferior in standard, it is desirable not to use the word 'academic', but instead to call these 'Preparatory High Schools' and 'Technical High Schools'. In the Preparatory High Schools a greater emphasis will be placed on academic study, while in the Technical High Schools studies in technical subjects will be encouraged with a background of academic subjects.

**High Schools of
Two Types—
Preparatory High
Schools and
Technical High
Schools.**

At present a considerable number of children spend the first few years of their school

life in the European Schools and later enter High Schools, with a deficient standard of the mother-tongue. The Committee felt that if the standard of the Indian Language was not to deteriorate further, either these children should be persuaded to enter Indian Schools or the standard of the Indian languages in the European Schools would require to be improved so that pupils transferring from European Schools to High Schools would no longer be at a disadvantage with regard to the Indian Languages.

Aim of Technical High Schools.

4. Technical education at the High School stage is intended to develop craftsmanship, to enable the student to gain some special knowledge of one or other of the technical subjects. There are a variety of technical courses that can be introduced in a school, and it should be the endeavour of the school authorities to see that the course or courses in such institutions are so designed as either to give a finished education in one particular technical subject or to lead to higher studies in the particular technical subject through institutions like Polytechnics and Technological Colleges. Technical High Schools will never be popular unless a pupil with intelligence and aptitude could look to a higher standard of technical education after finishing his High School stage and it, therefore, follows as a necessary corollary, that in the starting of Technical High Schools a simultaneous attempt should be made to develop Polytechnics and higher Technological Institutes where candidates with appropriate qualification and impetus can continue their studies.

Scope of Instruction in Technical High Schools.

5. Technical High Schools may provide for instruction in a variety of subjects such as Woodwork, Metalwork, Art Design, Furniture-making, Photo-engraving, Engineering, Book-keeping, Shorthand, Typewriting, Accountancy, Commercial Practice, Artistic Crafts, such as Book-binding, Cabinet making, Carving, Jewellery, Embroidery, Decorating, Pottery, Plasterwork, Enamelling, Silver and other metal work, Agriculture, Dairying, Poultry or other farming, etc. In the case of girls, instruction may be given in dress-making, embroidery, hair-dressing, tailoring, millinery, cookery and Home craft. These different subjects of technical studies require competent teachers trained both

in the subject proper and in the methods of teaching. This aspect will be referred to later in the Chapter on the training of teachers.

6. The course may be so designed that pupils in the Preparatory Schools will be required to take a minimum of six subjects in Forms IV to VI, the mother-tongue being the medium of instruction and one other language, English, being compulsory. Physical training should be compulsory to all.

Subjects of Study
in High Schools.

The subjects of study in the Preparatory and Technical High Schools may include the following :

GENERAL SUBJECTS

- | | |
|------------------------|-----------------------------|
| 1. Mother-tongue. | 11. Physiology and Hygiene. |
| 2. English. | 12. Economics. |
| 3. Classical Language. | 13. Agriculture. |
| 4. Modern Language. | 14. Civics. |
| 5. History. | 15. Arts. |
| 6. Geography. | 16. Music. |
| 7. Mathematics. | 17. Commerce. |
| 8. General Science. | 18. Domestic Science |
| 9. Physics. | for girls. |
| 10. Natural Science. | |

TECHNICAL SUBJECTS

- | | |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------|
| 1. Woodwork. | 10. Accountancy. |
| 2. Metal Work. | 11. Commercial Practice. |
| 3. Art Design. | 12. Dress-making. |
| 4. Furniture-making. | 13. Embroidery. |
| 6. Engineering. | 14. Hair-dressing. |
| 5. Photo-engraving. | 15. Tailoring. |
| 7. Book-keeping. | 16. Millinery. |
| 8. Shorthand. | 17. Cookery. |
| 9. Typewriting. | 18. Home-craft. |
| 19. Artistic crafts, such as book-binding, cabinet making, carving, jewellery, embroidery, decorating, pottery, plaster work, enamelling, silver and other metal work. | |
| 20. Agriculture. | |
| 21. Dairying. | |
| 22. Poultry or other farming. | |

7. Pupils undergoing training through Technical High Schools should have as compulsory subjects of study (1) the Mother-tongue, (2) English and (3) one or more of the Science subjects which

have a bearing on the technical subject chosen or which would facilitate further training in a Polytechnic after High School study.

Junior clerks should be drawn from High Schools and Trained in Special Institutions before entering Govt. Service.

8. The Preparatory and Technical High Schools should in future be the main source from which Government would fill junior clerkships or posts which do not require University training. In this connection, the Committee desires to point out that at present the system of recruitment to Government service obliges candidates after they had been entertained in Government service, and during the period of their service, to study privately and pass a large number of Departmental tests. The result is that a great deal of inefficiency and wastage are to be met with at any rate in the early stages of a Government servant's career in the clerical posts. The Committee therefore is of opinion that before a junior clerk is actually enrolled in Government service, the training given in a High School should be supplemented either by a private institution or a local authority or a Government institution giving instruction in the subjects required for the particular post to which the candidate is to be finally selected. The special training required for the particular type of post, secretariat work, posts and telegraphs, railway service, commerce and industry, as the case may be, should be prescribed by Government. Candidates leaving High Schools and trained in such institutions would be far better equipped to discharge the responsibilities of their office than those who are at present taken in and asked to undergo training while trying to perform the duties of the particular office.

Technical Education should be free and ample provision for awarding Scholarships.

9. The Committee is also of opinion that while the courses and syllabi in the Preparatory High Schools and the Technical High Schools should be such as to round off the education at the secondary stage, they should be so drawn up as to permit a pupil to change over from the preparatory course to the Technical High School and *vice versa*, if he so desires at any period of study without any addition to the length of the course, if possible, or with not more than an additional year's instruction in some cases. The Committee is of opinion that in the earlier years, at any rate, special

encouragement should be given to students joining Technical High Schools. Too many of the nation's abler children are attracted into a type of education which prepares primarily for the University and for administrative and clerical professions. Too few find their way into schools from which the design and craftsmanship sides of industry are recruited. If education is to serve the interests of the child and of the nation, some means should be found of correcting this bias and of directing ability into fields where it will find its best realisation. To enable this to be done, the Committee suggests that there should be a liberal provision of scholarships to the brighter students and that education in the Technical High Schools should, for some years, be free. The Committee is convinced that from the experience of the Government of India Technical Training Scheme introduced by the Army, there will be no dearth of suitable and capable young students seeking admission to the Technical High Schools, provided a generous scheme of scholarships and free studentships be introduced. This would seem to be a very necessary method of encouraging technical education, which is so urgently needed in the country for all types of industrial advancement. The success of this effort will be in proportion to the openings that will be available to the pupils in later life and a certain measure of co-operation between Technical Institutes and Commerce and Industry is essential.

10. **Location of Middle and High Schools**—As far as possible, it is desirable that High Schools should consist of the full six forms so that the boys have an opportunity of studying under one roof for the full period of their secondary education. This will help to secure for the school senior members of the teaching profession and Headmasters of standing and repute to guide the teaching in all classes and to give the necessary tone to the school as a whole. At the same time, the need for schools being as near as possible to home surroundings for pupils between the ages of 10 to 13 or 14 should be borne in mind. In cases where a sufficient number of pupils are not available for a fully developed High-School, schools with the first three forms, as conveniently situated as possible, should be established in the remoter

Schools should be in conveniently situated areas.

rural areas. Facilities for mid-day meals and transport conveniences should be given to pupils attending these schools. The principle governing the location of High Schools should be that pupils should find it possible to live in their homes and attend schools from there. It is of the greatest importance that as far as possible in this age-period, pupils should not be deprived of home influence and home surroundings, as such influence is calculated to develop aspects of character which are not brought out under any other circumstances. High Schools should spread to rural areas instead of being concentrated in large towns. As pupils in towns are catered to, in High Schools located in towns, so should pupils in rural areas be catered to in schools largely in rural surroundings. From another point of view the location of High Schools in rural surroundings is necessary. The pupil trained in such schools would find it easier to settle down in rural surroundings and to contribute his best towards the life of the rural areas. A forcible eviction of young boys and girls from rural to urban surroundings for educational purposes is one of the chief causes which leads to the estrangement of the educated classes from the rural population and to the disinclination on the part of educated boys and girls to return and settle down in rural areas.

**Urban versus
Rural Schools.**

11. Whatever be the amenities that may be available therefore for institutions located in towns, the disadvantages more than outweigh the advantages and the principle of location of High Schools in rural areas should therefore be one of the main considerations that ought to weigh with the State. It may be noted *en passant* that in two of the South Indian States, where education has spread even without compulsion much more than in any other part of India, more in fact than in many other civilised countries, the number of High Schools in rural areas (non-Municipal) far exceeds the number of schools in urban (Municipal) areas. Thus in the State of Travancore in the year 1944, there were 55 High Schools in Municipal areas, and 81 in non-Municipal areas. The Committee, however, realises that it may still be necessary to provide residential accommodation for some of the pupils of rural areas in the

High Schools of urban areas or occasionally rural areas.

12. For the successful working of these schools in rural areas, the following arrangements may be necessary:—

(1) In order to attract the school-going population of rural areas and to facilitate recruitment of women teachers and part-time teachers, who will be required in large numbers, the schools should work in two or more shifts of four hours a day and for six days in the week.

(2) Some form of transport, where necessary, should be provided for the pupils.

(3) One meal a day should be provided for all children, the meal being based on the nutritional requirements of the children.

(4) Physical exercise should form an essential part of the training.

(5) It may be necessary to provide hostels in certain localities for a limited number of pupils. Hostels should be based on the house system or cottage system with common study rooms, dormitories, and have a resident house master in charge.

(6) In the building up of these schools, it is desirable that both types of schools should be located in the same building or in the same campus, i.e., the Preparatory and Technical High Schools may be combined in one building or located on one site, as considerations of finance and efficiency may suggest. In any case, a free interchange of pupils from one type of education to another must be facilitated.

(7) Quarters for teachers of the schools should be made available particularly in rural areas. The necessity for playgrounds sufficient for the needs of the school and sanitary conveniences need hardly be emphasised. The question of the administration of the schools, medical inspection, etc., will be referred to in a later Chapter.

13. For all students attending the preparatory classes, there should be some practical training or training in craftsmanship, while students attending the technical schools should have some training in academic subjects in common, if possible, with preparatory class students.

**High School
Education should
have a practical
bias**

Classes should not
Exceed 30 and
Schools not more
than 600 in
Strength.

14. **Size of schools and classes**—The Committee is of opinion that ordinarily the number of pupils in a class should not exceed 30, and there should be one teacher for each class of 30 pupils, who should keep the records of the pupils and look to their discipline and welfare. The total strength of a school should not ordinarily exceed 600, but should it exceed 600 there should be an Assistant Headmaster for every 250 additional pupils. On the whole, the Committee felt that individual attention and proper care of the pupils is not possible should the strength of a school exceed 1000. It is desirable that large schools should be split up, so that only a reasonable number of pupils will be under the care of one Headmaster. In cases where the schools work in shifts, the entire teaching staff would be regarded as a Unit for administrative purposes and with co-operation and co-ordination, there should be no difficulty in two or more groups of teachers collaborating in the teaching of the pupils under the shift system. It is of the utmost importance that teachers whether in the Technical or Preparatory Schools should not be overloaded with teaching duties, and it should be possible by regulation so to limit the number of hours of actual teaching that the teacher will discharge his duties efficiently as a teacher and have also some time for study and research in matters pertaining to education. This is more important in the case of the Technical High School teacher, and managements should be encouraged to staff Technical Colleges and Schools on a scale which will give qualified teachers time for engaging in research and investigation, and for securing necessary contacts with industry and commerce, so as to enable them to play their part in the advancement of knowledge.

TRADE SCHOOLS

From Middle
School to Trade
School.

15. Besides Preparatory and Technical Schools, another type of education through Trade Schools should be provided for pupils who pass the Middle School stage. Trade Schools aim at preparing pupils for one specific trade or branch of trade. They may be conducted on the premises of Polytechnics and Technical Institutions under the general supervision of the Principal or they may, as in the

case of Girls' Trade Schools, be conducted in separate buildings, under a separate Principal.

16. Suitable subjects for boys would be Engineering, building, carriage and motor-body building, furniture-making, wood-carving, printing and book-binding, photography, wood-engraving, silver and other metal work, professional cookery and waiting, hair-dressing, musical instrument making, tailoring, manufacture of rubber goods, boots and shoes. In the case of girls, the Trade School may provide instruction in dress-making, embroidery, hair-dressing, ladies' and men's tailoring, millinery, photography, upholstery, cookery and Home craft. Boys enter these schools between the ages of 13 and 14 years, i.e. soon after the Middle School education, and attend their school for two or three years. The same period of study may be prescribed for girls also. On the completion of the course, the pupils would be able to enter trades for which they have been trained and in fixing their initial wages, the employers should be required to pay due regard to the time spent in training in such schools.

CHAPTER VI

REVIEW OF PRE-UNIVERSITY EDUCATION

1. The Committee has suggested that, as an immediate measure, free, universal and compulsory primary education should be introduced, but that the period of compulsory education should be extended to 8 years to cover the training given at the Middle School. The Committee is aware that at present education is being extended to a much later age-period in most civilised countries. In Great Britain, for instance, under the new Education Act of 1944, the period of education is extended to the age of 16; and after this compulsory period, the State's responsibility does not end; it has to provide for further education till the age of 18 to such as would care to avail themselves of this opportunity. As a matter of fact in most institutions part-time or full-time educational facilities should be provided for all students to study up to the age of 18.

2. The Committee, therefore, wishes to emphasise that it should not be considered that the

**The State's
Responsibility for
Compulsory
Education should
extend to Middle
School.**

State's responsibility ends with the introduction of compulsory universal free education up to the Primary stage, but that at a very early stage, such compulsory education should be introduced at least up to the middle school age. The Committee envisages only two difficulties in immediately implementing compulsion up to that stage, firstly, the paucity of a sufficient number of trained teachers and secondly, the need for a sufficient number of Middle and High Schools to be constructed and located with due consideration of the requirements of the various rural and urban areas. In this matter of primary national importance, the question of finance, though of great importance should not be the rock on which such proposals are shattered.

**Options to Pupils
after Middle
School Course.**

3. At the end of the Middle School period of education, a pupil who has completed this stage will have three options :

- (1) To consider for the time being that his education has been rounded off and to enter any occupation, possibly to apprentice under his parent and follow his profession;
- (2) To enter a trade school and thus learn some trade which will enable him to get employed in organised concerns or help him to start a cottage industry;
- (3) To be admitted into a High School and thereafter elect to be trained either (a) in a Preparatory High School, or (b) in a Technical High School. Those who enter the High School should have opportunities available for them to pursue higher courses of study through (i) Universities, (ii) Polytechnics, and (iii) Technical or Technological Institutions, either affiliated to Technological Boards or Universities.

**Provision for Free
Meals, Transport,
Books, etc.**

4. It has been stated that, as a necessary corollary of compulsion being introduced, certain amenities should be made available to the pupils. Such amenities, the Committee considers, are also necessary at the High School stage of training. These amenities are—One or more meals being served at schools, at least one being essential during the compulsory period of training. Such meals should be given to all poor students, and it should be based upon a scientific consideration of the needs of the

class or age group. Such of the parents as can afford to pay, may pay for these meals; but the large majority of pupils must be provided with a free meal at the expense of the State, whatever may be the nature of the school to which they are attached. Similarly, transport facilities must be available for all pupils coming from a distance, and the responsibility for provision of transport facilities, or at least the financial responsibility for such transport facilities should be with the State. Particularly for the poorer classes and for the backward communities, more especially the Depressed classes, additional facilities in the nature of books, slates, pencils and other school equipment should be provided by the State. In some cases clothing should also be given free of cost.

5. It has been stated that recruitment to Government service in the lower clerical grades should be better organised in future. The Committee is of opinion that, at the end of the High School stage, the pupil should be in a position to receive further training for a period of a year or two in special classes organised by the Government or helped by the State, wherein special training required for the specified form of Government service will be given. This will considerably improve the standard of efficiency of Government service in the clerical ranks. There are two ways in which this training may be encouraged. The Government may select pupils at a comparatively lower age, say 16, immediately after their High School training, and then give them the training in special institutions, or the pupils may, on their own initiative, get training in the special institutions; and after the completion of such training the Government may select them according to their rules of selection for clerical posts. The Committee prefers the former alternative, which would enable the brighter boys with aptitude or desire for Government service who are not anxious to continue their education further, to straightaway enter on a career. Under such circumstances, it is reasonable to suggest that a suitable stipend should be given to the students during their apprenticeship. Later they should be taken into Government service proper. In this connection, the Committee desires to state that the present method of

**Entrance into
Govt. Service.**

selection adopted by the Government encourages the student after the High School stage " to continue his studies at the University with no better aim than ultimately to get into Government service as a clerk. The fixing of the maximum age for entry into Government service at so late a period as 25 for all posts, results in a large number of students continuing their studies at the University, ultimately seeking junior clerkships in Government service. The Committee would prefer a lowering of the maximum age with suitable relaxation for backward communities, taking into consideration the type of posts for which the aspirants are to be selected. In this connection, the Committee wishes to draw the attention of Government and other similar agencies to the rules of the Public Service Commissions of Great Britain, and the report of the Royal Commission on Public Services which deals with the best method of recruiting for public services.

HIGHER EDUCATION.

6. After the stage of Secondary Education, facilities must necessarily be available for imparting higher education to such pupils as are likely to benefit by such education. This higher education may be made available in three ways :

- (1) through Universities,
- (2) through Technical or Technological Institutions or Polytechnics, and •
- (3) through certain Professional Institutions or Bodies.

CHAPTER VII

TECHNICAL & TECHNOLOGICAL EDUCATION AND POLYTECHNICS.

1. The need for Technical or Technological institutions or Polytechnics has already been emphasised. While the Technical High Schools would provide a sufficiently comprehensive scheme of training to fit the student immediately for certain occupations, it can easily be foreseen that in the case of other occupations, the technical High School should be considered a Preparatory School for further technical training so as to enable the student to join the higher ranks of service in the industrial organisation of the country. The

Higher
Education—
University,
Technical,
Institution,
Professional
Bodies.

Technical
Diplomas and
Certificates.

more enterprising and better equipped of the pupils from the Technical High Schools expect to belong to the higher personnel of industry rather than to the rank and file. They will be at a great disadvantage in comparison with those who enter University courses, unless opportunities are provided for them, through Technical Colleges, for higher certificates or advanced Diplomas; and it is therefore imperative that everything possible should be done to assist those who are endeavouring to improve their technical qualification by further study. The opening of technical institutes and polytechnics will also be of the greatest help in diverting a large body of students from the routine of mere academic pursuits at a University.

2. In planning out such Technical or Technological Colleges, it is of prime importance that the needs of industry, trade and commerce should be fully borne in mind. Complaints have often been made that the Universities seldom send their best men to industry and the common retort is that industry is often unappreciative of the University trained man. Both complaints would seem to be justified, but the true explanation rests on the fact that there have been, and still are, far too few contacts between the Universities and industrial organisations. A greater degree of co-operation between the two is necessary. The University must study the needs of Industry and Industry must seek the help of the Universities to solve its problems.

3. The development of industry will need a considerable increase in the number and proportion of skilled technicians and research workers. This need will be considerable at all levels from the highest down to the lowest and will require a great expansion of all forms and grades of technical education. While the Universities will doubtless concern themselves with some of the higher forms of technical studies in the Professional Colleges, it is neither practicable nor desirable to bring within the sphere of Universities, the large number of persons that will need higher technical training of one sort or another. The Committee considers therefore that the subject of higher Technical or Technological education should be considered at greater length by a special Committee

**Need for close
Co-operation
Between
Industry and the
Universities.**

**Creation of a
Technological
Board.**

on which experts in the different branches, of technical or technological study will be represented. On general grounds, it would appear that institutions for such higher technical training should be under a Technological Board which would not only lay down the conditions for the recognition of such institutions but would also deal with the syllabi and the practical training that is needed in each of the different subjects of technical or technological study.

**Central
Technological
Education Board
vis-a-vis
Provincial
Technological
Boards.**

4. The Committee understands that a Central Technological Education Board for all India is being constituted and welcomes such a proposal provided (a) this Board is free from the direct control of the Central Government, and provided further (b) Provincial Technical or Technological Boards are also set up to exercise due supervision over these higher Technical Institutions in regard to their staff, equipment, courses of study, facilities available for the students, etc., on the lines on which the Universities are expected to exercise due supervision over their constituent and affiliated Colleges. On such Boards should be represented not merely technological experts, but representatives of the Industry or Commerce concerned, and some representatives of the University, so that a close liaison may be established between the higher Technological Institutes, Industry and Commerce and the Universities in general.

**Composition of
such
Technological
Boards.**

**Scope of
Technological
Colleges.**

5. It is a matter for further consideration whether in some of these Technical or Technological Institutions, besides the regular courses conducted, there may not be facilities for part-time instruction to such as cannot afford the time or money for a full-time instruction in these classes. It must, however, be emphasised that the Technical or Technological Colleges should not too exclusively concern themselves with training in technical subjects, but should help their students to widen their interests and enable them to play the role of well-informed citizens.

**Technological
Education—
How controlled
and managed**

6. Technical or Technological Colleges, or Polytechnics may be instituted in three different ways: (1) by the State, (2) with State aid, and (3) by private managements. Whatever may be the method adopted to institute Polytechnics, there should be supervision over all types of Polytechnics

or Technical or Technological Institutes through the agency of a Provincial Board as has been suggested already. It should be the concern of the State to develop such Institutes, where other agencies do not come forward.

CHAPTER VIII

UNIVERSITY EDUCATION

1. It was in the year 1857 that Universities were for the first time founded in India with the almost simultaneous establishment of the three Universities in the Presidency towns of Calcutta, Bombay and Madras. To-day there are 19 Universities in India of which 3 are located in Indian States; and proposals for the establishment of three or four more Universities are under active consideration of the Provincial Governments or States. The Indian Universities are either of the unitary type or of the affiliating type, prominent unitary Universities being Annamalai, Delhi, Lucknow, Benares and Aligarh.

2. The work of Indian Universities has been periodically reviewed by University Commissions—by the Hunter Commission of 1882, the Commission of 1902, and the Sadler Commission of 1917. The last was the Hartog Committee which was an off-shoot of the Simon Commission on Indian Reforms, and which reviewed the work of the Universities in 1927. These Commissions toured the country extensively, examined a large number of witnesses, educationists of standing and others interested in Education, collected through questionnaires comprehensive information regarding the progress of education and then drafted their reports. In spite of such extensive investigation, the Hartog Committee has had to make the following remarks with regard to University standards: "To judge accurately of the standards of teaching and examination in Universities needs an investigation of a kind which we could not attempt, but there are unmistakable indications that the standards in some of the Universities are not satisfactory."

3. The Central Advisory Board of Education and Universities—The Committee is well aware of the many deficiencies that at present exist in the system of University education, and it has reason to

**Growth of
Universities
in India.**

**Hunter
Commission—
Sadler
Commission
and Hartog
Committee
on Universities**

**Central Advisory
Board and
Criticism of
University
Education.**

believe that these defects are known to most Universities. At the same time, the Committee feels that the remarks of the Central Advisory Board of Education in Chapter IV of their report on University education are open to grave criticism. The Committee considers that these remarks have been made on insufficient data and without a careful survey and analysis, by an expert Committee of the conditions prevailing in the different Universities, and that the sweeping generalisations made therein do not apply to all Universities. If the work of the Indian Universities is to be reviewed, the Committee is of opinion that it should be done by a Commission of expert educationists with experience of University education in this and probably other countries and after due enquiry into the conditions of various Universities in a manner similar to that adopted by the Sadler Commission of 1917. In the absence of such a thorough enquiry, the Committee is unable to appreciate the comments made by the Central Advisory Board of Education on University education.

**The real cause
of Overcrowding
in Indian
Universities**

4. It may not be out of place in this connection to refer to the difficulties which Indian Universities face, difficulties which are not altogether of their making. A serious comment has been made that a very large number of pupils, who are not quite fit for a University type of education, and whose subsequent careers at any rate do not demand a University type of education are admitted to Universities. It must be confessed that this criticism is to a large extent true, but unfortunately it misses the real reason behind the very large number of admissions into Universities. Without being unduly critical, it has to be stated that little or no attempt has been made by the State to provide other opportunities for further education for such of the students as finish the Secondary School. In other countries, a large number of openings are available, which till recently were not open to Indians. Education through Polytechnics, Schools of Commerce, Trade Schools, Technical Institutions and similar Schools for the benefit of those who wish to enter into careers of usefulness were available in other countries. The openings available in the Army, Navy or Air Force, and in the technical branches

of these services, not to speak of the number of openings in various parts of the world, were sufficiently attractive to divert students at the Secondary School stage of education to educational channels which were as attractive as University education to the bulk of the students whose ideals or whose tastes did not draw them to a University type of education. In a country where there has been up to now no alternative to a University type of education, the bulk of those who took to the academic type of education in High Schools had necessarily and often aimlessly to enter University portals. The recent experience of war-time opportunities fully bears out this point. A large number of young men, fresh from the schools and in the Intermediate stage of University education willingly volunteered for Military Service, for technical training and for a number of subsidiary posts involving special training for the purpose of the Army, Navy, or Air Force. In the Industrial expansion that was occasioned consequent upon the War, a number of young men who would otherwise have followed their studies in a University, willingly left their studies and joined special institutions to equip themselves for a career later in life. When, therefore, criticism is laid at the door of Indian Universities that they are overcrowded, it is well to bear these aspects of the question in mind.

5. **Qualification for entrance to a University—** Entrance to a University.
 In most of the Indian Universities, the entrance qualification at present is the Matriculation or Secondary School Leaving Certificate. In some of the Northern Universities, however, the entrance is the Intermediate examination, conducted by a special Board called the Board of Secondary and Intermediate Education. In such Universities, the period of study at the University is two years for the Pass standard while in the Universities in the South and in some of the other Universities like Bombay and Calcutta, the period of study at the University is four years, two years of which are spent in the Intermediate stage, and two years for the Degree course. The conditions therefore in Northern Universities of India and in some of the other Universities are not exactly parallel.

**Three Year
Degree Course
versus Four Year
Degree Course.**

6. An attempt has recently been made to have a three year Degree course at the Delhi University. The question of the period of study at the University was discussed by the Senate of the University of Madras and the opinion was almost unanimous that it would not lead to any improvement of standards if this were reduced to three years, and an extra year added to the school course. It was felt that the bulk of the schools were not in a position, without radical change to improve their standards and to take in pupils for an extra year, and suitably prepare them to join a three-year degree course. It was also contended that it was not without advantage, taking the age at which students have to be admitted to University classes, to have them under the control and discipline of the University for a period of four years. The Committee after a careful consideration of all aspects of the question agreed with the considered opinion of the Senate of the Madras University, expressed some years ago, that it was not desirable at this stage to change the present system. Reorganisation of Secondary Education on radical lines would be required before any such scheme could be considered and in view of the large schemes for reorganising secondary education that were suggested, the Committee felt that it was desirable to wait for developments in Secondary Education to take place before any change was made in the system of entrance and the period of study for a Degree course in the University.

**The question of
declaring the
Matriculation
to be the Sole
Test for Entrance
to University may
be deferred for
the present.**

7. (i) The question whether the entrance qualification should be the Matriculation examination, conducted by the University, or whether it may continue to be, as at present, the S.S.L.C. system, supplemented by the Matriculation for some students, was considered at length by the Committee, which was aware that sometime ago it had been decided by the University that it was desirable that the Matriculation examination should be the sole test for entrance to the University. After reviewing the position once more and taking into consideration the changes that were likely to be introduced at the High School stage of education, the Committee is of opinion that consideration of the question of declaring the Matriculation examination to be the sole entrance test to the

University may be deferred for a period of five years.

(ii) At the same time, the Committee is also convinced that certain changes are necessary in the machinery for the framing of the syllabi for the High School stage and for the conduct of the S.S.L.C. examination. At present the syllabi and the scheme of examination are framed by the Board, which consists of officials and non-officials nominated by the three Universities in the Presidency and by the Government of Madras. This Board appoints Special Committees whenever necessary for the consideration of syllabi. It prescribes text-books in certain of the subjects and recommends books for study in others. Another function of the Board is the conduct of the examinations for the S.S.L.C. It is understood that the Chief Examiners concerned are generally chosen from among the members of the Board, that a number of Assistant Examiners and co-examiners are appointed by the Board, and that the papers set have to be reviewed by the Board. In the opinion of the Committee, a thorough re-organisation of this Body is needed. We recommend that there should be three bodies which should be entrusted with the work of High School education. These should be:

**Reorganisation of
the S. S. L. C.
Board.**

- (1) An Executive Committee corresponding to the executive of a University, on which the University should be well represented, to control the whole scheme of High School education in general, such education including both the education imparted in the Preparatory School classes and the Technical High Schools. The Executive Committee should also be representative of members with special experience of education in the High Schools, Preparatory and Technical;
- (2) A Coordinating Committee which should consist of experts in the subjects to draft syllabi and, from time to time, suggest modifications, if necessary. It is suggested that three experts may be nominated for each subject of study. This would roughly correspond to the Boards of Studies of a University;
- (3) An independent Board of Examiners appointed by the Executive Committee as suggested above. This Board should consist of persons, other than

**And how to be
done.**

the members of the Executive Committee, experts in the respective subjects and in close touch with High School teaching, who should be responsible to the Executive Committee for the conduct of these examinations. The question whether there should be a separate Board for valuation is a matter which should be left to the Executive Committee to decide in course of time. In order to have a continuity of policy in these Bodies, it is recommended that in each of these not more than one-third of the members should retire in each year. The object in suggesting these three Committees is to divide the responsibilities so that the executive functions may be distinct from the academic and from the conduct of examinations. It is suggested that there will be a great advantage in having a single body in each of these spheres of activity for both types of schools that will spring up at the High School stage of education so that there may be close co-ordination between the work of the Preparatory Schools and the Technical High Schools. So far as the Technical High Schools are concerned, the Committees or Boards constituted should work along lines laid down by the Central and Provincial Technical Education Boards.

**New Courses of
Studies & Liaison
with Industry,
Agriculture, etc.**

8. **Courses of study and new subjects to be introduced**—The Committee is of opinion that the University authorities concerned should closely follow the trend of development of higher education in other countries and should plan new courses of study, consistently with the needs of all spheres of educational activity. The Universities should be in close touch particularly with the needs of industry, agriculture, trade and commerce and the ever-changing requirements of studies for the various professions. In this connection, the Committee felt that the attention of the Boards of Studies might be drawn to the need for a thorough examination of the courses from time to time and for suggesting new courses of study or changes in the existing courses of study to fit in with modern trends in the departments of study. The Committee agreed that the Vice-Chancellor should be requested to place suggestions before the different Boards of Studies

from time to time, drawing their attention to this aspect of the question. In particular, it was felt that the question of Law studies should be reviewed, that Horticulture should be encouraged as a subject of study in the Agricultural College; and it was further agreed that a joint Committee representing the University and the Government would be helpful in determining the courses that should be newly started in the University. At the same time, the importance of the study of fundamental subjects in any University should not be lost sight of, and the importance of fostering and encouraging research in all schemes of studies should be borne in mind in the framing of these syllabi. Reference will be made later in the report to the question of research in regard to University education.

9. **Tutorial system and hostels**—The Committee considered the tutorial system as it exists in the west, and its application to University education in this country, and was forced to the conclusion that the tutorial system, as in vogue in Great Britain, would not be applicable to conditions here, as greater contacts are required between the students and teachers than would be obtained simply by the supervision of studies. A greater general supervision over the students should be exercised and although every effort should be made to keep the student from thinking that his every action was subject to control and supervision, College teachers should be allotted the care and welfare of a stipulated number of students. This might involve a reduction in the number of students taught in each class, but if the teacher were to utilise his opportunities to gain the confidence of the student and so imperceptibly guide him along healthy channels of academic thought and free discussion, this would help to supplementing the education given in the class room in such a manner that the student would be better fitted to bear the responsibilities of citizenship later in life.

10. Wherever possible, halls of residence approved by the College authorities should be encouraged, and this is a subject which should be discussed with Principals of Colleges. The provision of hostels for students who do not live with their parents or guardians, is a matter which requires the serious consideration of all authorities. Hostel

**Tutorial System
and its application
to this country.**

**Halls of Residence
and Hostels.**

life, if properly planned, is a valuable adjunct to College life. In the opinion of the Committee, it is generally desirable that hostels should be so planned as to be in blocks of convenient size, accommodating not more than 40 students. A resident warden will be of great value, but if unmarried men are not available as wardens of hostels to live in the hostels, provision should be made for quarters for wardens, as close to the hostel as possible. A Deputy Warden should be appointed to look after the managerial side of the hostel, and he should be one having a sufficient cultural and social background so as to enable him to move freely with the students. The cost of residence and boarding charges should be such as would be within the reach of the average student seeking admission. Arrangements in the dining section should be based, as far as possible, on two divisions only, namely, vegetarian and non-vegetarian; and a spirit of comradeship and catholicity should prevail in all hostels. In the common room, assigned to the students, light literature should be available such as news-papers and magazines. All Colleges should have financial provision in their annual budgets for the pay of a Warden, Deputy Warden, etc.

**Reduction of size
of Classes in
Colleges.**

11. Size of classes, total number in colleges and the location of future Colleges—The Committee is convinced that there is an urgent need to restrict the size of classes in Colleges to reasonable proportions so that as much direct personal touch as possible may be maintained between the students and the teacher. The total number of students to be admitted into a College must also be considered. In deciding the number, the points that may have to be borne in mind are—

- (1) The number of Departments of study and the variety of subjects offered in the institution concerned;
- (2) The maximum number to be allowed in any of the classes taught;
- (3) The ratio of teachers to students;
- (4) The accommodation available in the class-rooms;
- (5) The extent of the playgrounds and amenities for physical exercises and games;

(6) Provision for hostels and approved lodgings, if any, and

(7) The availability of other Colleges of a like nature within a reasonable area.

12. Location of Colleges—The Committee feels that in the near future there will spring into existence many centres of higher education—University Colleges, Polytechnics, Technical Institutions, Professional Colleges—and therefore it is very desirable that there should be a planned method of expansion of higher education, so that the following three objects may be kept in mind:—

Location of New Colleges.

(1) That different localities should be served adequately by higher educational centres;

(2) That, as far as possible, such educational institutions should not be crowded into large towns or cities; and

(3) That there would be no unfair competition between Colleges in the matter of selection of students for admission.

13. We believe that these several aspects can best be reviewed by the Madras University General Inspection Commission, which, it is contemplated, will inspect the Colleges within the University area during the next academic year.

14. Promotion of research and post-graduate studies in the University and in the Constituent and Affiliated Colleges—In all institutions where higher education is fostered, it should be one of the fundamental principles that research should be encouraged and all facilities should be made available for the staff to carry on higher research. The tone of any institution and the instruction imparted therein will be enhanced to the extent to which research is encouraged and fostered. It should be the endeavour of every teacher engaged in teaching degree courses to be interested in and to utilise a portion of his time in carrying on such research. With this end in view it should be the duty of all managements of Colleges to give adequate facilities to the teachers to engage in research. We are aware that, at present, the routine work imposed upon the bulk of the teachers does not give them sufficient leisure to devote their attention to the

Fostering of Higher Research in the University and its Colleges.

question of research. At the same time, it must be pointed out that if Heads of Departments were to take greater interest in fostering the spirit of research, particularly among the younger members joining the Department, a great deal of impetus would be given to the co-ordination of research. The Committee resolved therefore to recommend that for purposes of encouraging research in Colleges, it was necessary that the number of teachers available in each subject should be considerably increased; that Heads of Departments should have less routine work and more time at their disposal for research; and that means should be made available by the Central and Provincial Governments for giving adequate financial grants for promoting research and for the establishment of a number of research Studentships and Fellowships in the Colleges as well as in the University.

15. It is considered desirable that a report should be made by each College at the end of the academic year of the research work proposed in the ensuing year and of the research publications contributed by the members of the different Departments of the College in the preceding year. The Committee would strongly recommend the co-ordination of research in the different Colleges in close relationship with the needs of the locality. It is suggested that, as in the case of Great Britain and America, industries might find it to their advantage to foster such research in local Colleges. To encourage research in certain subjects and particularly to give every opportunity for a keen research worker to continue his subject of research without being distracted by other activities, it should be possible occasionally to have full-time research workers employed and attached to Colleges for definite periods and on a definite basis. It has already been stated that in framing the syllabi particularly for the Honours courses, the Boards of Studies should be requested to explore the possibility of so framing their syllabi that they could give an impetus to the student for research, especially in the special subject chosen. In the higher Degree courses, the Committee is of opinion that Principals and Heads of Departments should, irrespective of the syllabi and prescribed text-books, so guide the

**Industrial
Research in its
Relation to
Colleges.**

**Impetus for
Research in
Colleges.**

studies of the students through study groups and associations that a spirit of research and keenness to follow methods of research would be inculcated in the senior students.

*16. The Departments of research in the University should have closer liaison with research Departments of the Colleges concerned, and it should be possible for a keen research worker in any of the Colleges to be seconded to the University Department of research, should he be so inclined, for a definite period; while the Departments themselves should be in a position to attract the senior students, in the Honours courses of study, to the work carried on in these Departments. It is also necessary that the different Departments of study, which are allied to each other must have opportunities of frequent contact so that the research work carried on in allied Departments of Science or Humanities may stimulate research work in associated Departments. In this way, it is expected that research in Pure Science would become better known and appreciated by research workers in applied science; while attempts at research in applied science may well stimulate pure scientists for further research in their own lines.

**Closer liaison
between
University
Research
Departments
and the Colleges.**

CHAPTER IX

PROFESSIONAL EDUCATION.

1. This type of education will naturally lead a student to a professional career; and with the large developments that are now taking place in various spheres of activity, it is obvious that such professional education may be either through the Universities or through special Bodies of Experts concerned with the particular profession. In the absence of such expert Bodies in this country, the main responsibility would undoubtedly devolve upon the University to control, guide and improve professional education in the different spheres.

**Professional
Education—
Work of
Universities or
Professional
Bodies.**

2. At present the opportunities for higher studies in the various professions are very limited in this country. Even in the liberal professions of Law, Medicine, Engineering, etc., it is only in recent years that any attempt has been made for post-graduate studies. A number of other professional degrees or higher qualifications have yet to be started; emphasis

**Need for develop-
ing training in
Specialities.**

should be laid on the need for developing post-graduate instruction in the specialities connected with some of the learned professions.

3. Reference has already been made to technical studies conducted either by the University or through special Boards. It may be necessary in some cases for Diplomas to be introduced besides Degrees, such Diplomas being awarded for specialisation in particular branches of study. In this connection, it has to be emphasised that, for sometime to come, special effort must be made to recruit teachers with adequate qualifications for the conduct of the post-graduate classes and for encouragement of post-graduate studies. A scheme for sending a large number of young men to foreign countries with a view to obtain special qualifications in those studies that are not available at present in India is one that must be vigorously pushed through in the next five or ten years. In suitable cases, it may be necessary also to attract foreign scholars of repute to hold some of the Chairs, on short-term contract basis. It is obvious that in these several directions, the active co-operation of the Governments, Provincial and Central, and the generous provision of funds for such purposes would be essential if the leeway is to be made up in the matter of higher education in the different professions in this country. The Committee hopes that, as much valuable time has already been lost, early attempts will be made by the Government in co-operation with the Universities to take the necessary steps for increasing and broad-basing professional studies in this country.

New Branches of Study.

4. There are many directions in which new branches of study will have to be encouraged in the different professions. Thus for instance in the field of Engineering, not only should higher courses of study be available in the branches already opened such as Civil, Mechanical and Electrical Engineering, but many other branches have to be started. In particular, Communications Engineering, Radio Engineering, Automobile and Aeronautical Engineering, Mining and Metallurgy, Public Health Engineering, Architecture, Highway Engineering, Estimating and Surveying are only a few of the specialities that have to be encouraged. In the Faculty of Medicine, the need not only for post-graduate studies, but for

such special studies as Dentistry, Dietetics, Physiotherapy, and the encouragement of specialities, surgical, medical, etc., have to be taken note of. In the field of Commerce, there is great need for improvement. Special subjects such as Cost and Works Accounts, Insurance, Income-tax, Mercantile Law, International Trade, Foreign Exchange and others require to be studied in future if international trade and commerce are to be encouraged. The need for the development of studies in Forestry and for such other studies as are needed for the better exploitation and use of the natural wealth and resources of the country should be borne in mind. Professional education is an ever-widening sphere, and the utmost attention is required to supplement courses of study from time to time as new demands arise.

5. The Committee recommends therefore that, in view of these many demands, it would be useful for a Committee to make a survey of the existing conditions in the Presidency and to suggest the nature of and the extent to which additional professional studies should be encouraged.

CHAPTER X

WOMEN'S EDUCATION.

1. This subject is so important that it deserves special consideration. It has been stated already that during the period of compulsory education both boys and girls will be treated on the same footing and that no distinction will be made on grounds of sex. The need for encouraging women's education in this country is obvious. It is not merely to give the women the same privileges in matters of education as are available for men, but the home influences and the stimulus to education will be much greater if women are educated. From another point of view, the encouragement of women's education is essential. There are certain professions, and such professions will be increasing in the future, where women can play at least as useful a part as men; and in some professions women can play a much more useful part than men. The need therefore for educated women in these professions is great. Looking to the future of such professions, it may be truly said that women will have to play an increasingly dominant part in the sphere of education, and it is the hope of this

The spread of
Education among
Women.

Committee that in future Primary Education will largely be undertaken by women teachers. In the sphere of Secondary education for girls, it is assumed that women will be entirely responsible, while sharing in the secondary education of boys as well. In the higher spheres of education, and in certain professions like Medicine and Nursing, the need for educated women is great and urgent.

**Their growing
prominence in the
Professions.**

2. Modern trends make it obvious that women will seek equal opportunities with men in practically every sphere of national activity, and the War has shown how extensive is the scope for employment of women in various avocations. The Committee hopes, however, that as opportunities increase, it will be possible for men and women to be suitably employed in those spheres of activity for which they are best fitted and that there will be little cause for friction or conflict to arise, if care is taken to organise conditions of service on a footing of equality and justice, taking into consideration the need for efficiency and sufficiency.

Co-education.

3. While the Committee feels that a very large expansion of women's education should be taken on hand immediately, it is of opinion that certain problems connected with women's education should be borne in mind, and should be tackled properly. One of such problems is co-education. The Committee considered this question very carefully and came to the unanimous conclusion that co-education should be possible at two stages of education.

4. Firstly in the Primary classes, i.e. between the ages of 5 and 11, co-education should be possible. There is no need, between these ages, for separate classes for boys and girls and if these classes are to a very large extent staffed, as the Committee hopes they will be, by women teachers who are suitably trained and who have a good knowledge of Psychology of the growing child, co-education classes would be of great advantage. Secondly at the other end of the educational ladder, the Committee is of opinion that co-education is permissible and advantageous, i.e. in the Degree classes and the higher post-graduate and professional courses of study. It however believes that even in Degree classes the best

type of education, taking all points into consideration, will be given to women students in colleges set apart for women only.

5. The Committee is however definitely of opinion that in the Secondary grade of education and in the present Intermediate classes of the University, it is not desirable to encourage co-education. Circumstances may at present force the authorities to resort to co-education in these classes, but it is both desirable and necessary, taking all aspects of the question into consideration, that in any post-war scheme of educational reconstruction, the fundamental principle should be borne in mind that there should be separate classes for girls at the Secondary stage of education as well as in the Intermediate classes. The recreational activities, possibilities of extra-scholastic and collegiate activities, the contact between teachers and pupils, will all suffer in co-educational institutions at this stage of the pupil's career. If the object of education is not merely the cramming of certain text-books and the passing of examinations, but the imbibing of those large and valuable lessons learnt outside the classroom by contact with fellow-pupils of a like nature and by a close association of teachers and pupils, the Committee cannot but state its considered opinion that such larger life is not possible for girls who receive co-education in High Schools and Intermediate classes, as they are conducted at present.

**Co-educational
Classes not
desirable at
Secondary and
Intermediate stage.**

6. **Women's Institutions** — There are certain special requirements in educational institutions for women that should be borne in mind. Whether it be in Schools or Colleges, the need for physical activities, games, etc., should always be borne in mind. The aesthetic aspect in the establishment of these educational institutions for girls and women deserves some consideration, as such aesthetic conditions are likely to promote habits of cleanliness, an ordered form of life, delicacy and good taste in daily contacts which will help to promote refinement of domestic life.

**Amenities for Girls
and Women.**

7. The need for care during the period of secondary education is even greater for girls than for boys; and for this reason many High Schools for girl students should be established so that there will

be as little necessity as possible for girls to travel far from their homes for study. Where this is not possible it must be the duty of educational authorities to provide hostel accommodation in close proximity to the schools, where under the immediate supervision of resident women teachers and wardens, specially selected for this purpose, the young pupils would be looked after.

**Separate Colleges
for Women.**

8. So far as women's Colleges are concerned, it has already been stated that it is very desirable that at the Intermediate stage, the institution should be separate for women students. Even at the Degree stage, it is desirable to have a number of women's Colleges staffed wholly by women and catering to the needs of women students. In these institutions, care should be taken to see that all necessary amenities are available for the students, particularly suitable playgrounds, recreation halls, etc.; while it should be incumbent upon every women's College to provide hostel accommodation for those students who cannot stay with their parents. No College for women can be said to have fulfilled its responsibilities and discharged its duties in a satisfactory manner, which fails to take note of the whole life of the student and to provide sufficient amenities so that the student may be under surroundings which are conducive to the building up of character and the maintenance of health. •~

**Need for Women
Teachers in
Co-educational
Institutions.**

9. It has been stated that co-education may be permitted in the Degree courses and in the higher stages of professional study. There are certain professions where, from the nature of the duties expected of women, it perhaps would be desirable for some of them, at any rate, to read in co-educational institutions. In some of the branches of higher study, it is not a feasible proposition to have separate Colleges for women. They having attained an age when a greater amount of responsibility may be expected from them, it may not be undesirable under proper supervision and tactful control to allow them to study in co-educational institutions; but the amenities that have been mentioned above should all be provided. It is of great advantage in all co-educational institutions that some members of the staff, including the senior staff, should be women teachers.

10. **Courses of study**—A great deal of criticism has been levelled from time to time that the courses of study are the same for men and women, and that there was need for diversified courses of study for women. This criticism is true to a certain extent; but it is obvious that there could be no diversified courses of study for women who wish to pursue any of the professions such as medicine, etc., nor could there be any diversified courses of study for women who are anxious to pursue the higher courses available at a University. Practical experience has proved that in these higher courses of learning and in research, women can acquit themselves as well as, if not better than, men. The criticism, however, is helpful in attracting the attention of educational authorities to devise certain courses of study, which are more suitable for women students in Schools or Colleges, who wish to finish their education either at the High School stage or with a Degree in a University. Examples have already been given of the diversified courses of training that can be suitably encouraged for girl students studying in technical High Schools and in Trade Schools.

**Special Courses
Suitable to
Women.**

11. Art, Music, Home craft and many other suitable subjects of study for girls should be made available in Schools meant for girl pupils, either as vocational courses or as additional courses of study for such of those as are taking to Preparatory classes. Besides these courses of study, it would be a great advantage if certain subjects were compulsorily taught in schools, and possibly in the College classes. These comprise such subjects as Hygiene, the care of the household, mother-craft and the care of the child. They need not necessarily form subjects for examination, and a careful and well-thought out introduction to these subjects at the school stage by competent women teachers would be an advantage.

**Nature of such
Courses.**

12. The Committee would add that specialised courses for women should be added from time to time, and for this purpose, an Advisory Board for women's education, such as has been recently constituted at the University of Madras is desirable. Such a Board should have a majority of women members.

**Advisory Board
for Women's
Education.**

It is understood that in the Presidency of Madras there is an Advisory Board for Women's Education working under the auspices of the local Government.

CHAPTER XI

EDUCATION OF DEPRESSED CLASSES, BACKWARD COMMUNITIES, HILL TRIBES AND EDUCATION IN BACKWARD AREAS.

1. Special mention must be made of the educational needs of the depressed classes and of certain backward communities. It has been stated that it should be the aim of the State to introduce compulsion in the Primary classes, and as soon as possible in the Middle school stage. It may therefore be presumed that at these stages of education no differentiation need or would be made between the different classes that would derive the benefit of free compulsory education.

**Special Provision
for Education of
Depressed
Classes, etc.**

2. This, however, is not sufficient, and, if only, as an effort to make good the shortcomings of the past, it will be necessary for the State to give special encouragement to these classes of persons who have for long been denied the privileges of education, more particularly those of higher education. It will serve no useful purpose to review or criticise the policy of previous Governments in regard to the availability of educational facilities for such classes. It must be confessed that practically all Governments have been concentrating upon education in urban areas and, no adequate steps have been taken, till recent years, to encourage the development of education of the depressed classes, of the hill tribes and certain of the backward communities and pupils. Steps commensurate with the needs of the situation do not seem to have been taken to give the necessary impetus for the wide diffusion of education among these classes.

**Monetary help
needed for such.**

3. It cannot be denied that the child of an educated family starts with an advantage and can easily cope with the demands of modern education, in the majority of cases. The child of a depressed class family, however, is brought up in ignorance, has not the stimulus and intelligent companionship, and, excepting for a few hours spent in a classroom, has necessarily to thrive under home surroundings where illiteracy is the dominant feature. To expect

children of such communities to come up to the level of those who have derived the benefits of modern education for decades is to expect the impossible. Till therefore these depressed classes, and children of backward areas and communities are in a position to derive the benefits of education on terms comparable with the education of the other classes of the country, it should be the duty of the Government to give every possible encouragement and facility in the shape of free education and accessories for such education, and also to take note of these handicaps and encourage them in the spheres of higher education. "There are a few extremely poverty-stricken labour classes among the depressed classes, for whom special monetary help may have to be given with a view to encourage the education of the children and to free them from the necessity of assisting their parents to earn a living wage for the family.

4. In this connection, the Committee would draw the attention of the public to the dissenting note of the late Sir Meverel Statham to the report of the Central Advisory Board on post-war educational development in India. The late Sir Meverel Statham, who had exceptional opportunities of studying the problems of education in this and other Presidencies, stated: "Briefly, in my opinion there are still communities and sections of communities which cannot and will not be educated even under a compulsory system unless special provision continues to be made for them for many years to come. In my opinion, the difficulties of special communities, minority communities and backward communities should be studied and squarely faced. These difficulties should be realised and plans should be made to overcome them until in the distant future no difference between communities in so far as education is concerned remains."

**Sir Meverel
Statham's Views
on the subject.**

5. For the development of Secondary education in backward areas, public-managed institutions should be established, and higher rates of grant-in-aid should be given for such privately-managed and efficiently conducted High and Middle schools as may be started. A well-considered and comprehensive policy for the assistance of the backward areas

**Larger Grant-in-
Aid in Backward
Areas required.**

is needed. It does not augur well for the future happiness and progress of India that vast areas of the country should be left far behind the standard of development reached in the more fortunate areas. The complacency with regard to the improvement of backward areas must give way to a more vigorous policy of uplift in the interests of the country as a whole.

CHAPTER XII

ADULT EDUCATION.

Need for Adult Education.

1. The problem of Adult Education has been to the fore for some time in this country. Various trends of political and social thought have emphasised the need for Adult Education. The broad-basing of the franchise has necessarily drawn the attention of the public to the need for an intelligent exercise of that franchise, and inasmuch as such exercise of franchise in an intelligent manner is not generally possible without a background of education, it has been suggested that democracy will lead to untoward results if the bulk of the voters were illiterate. Apart from these political considerations, it is obvious that for real progress to be made in the country, the need for the great majority of the people to be literate and be able to follow the trend of events not merely in their own country but in the world at large is very great. It should not be presumed thereby that the bulk of the people, and especially the villagers, have not sufficient commonsense to realise, in spite of their illiteracy, some of the problems with which they are confronted. In fact the initiative and intelligence of a good number of the so-called illiterate classes would surprise many who consider themselves as educated well above the usual standards; but education broad-based on sound lines would undoubtedly quicken those gifts and make these illiterates a more valuable asset to the community as a whole.

Adult Education:
(1) Education of Literates.
(2) Spreading of Literacy among Adults.

2. In speaking of Adult Education, two aspects of the question have to be borne in mind (1) Education of literates along modern trends in all spheres of knowledge, and (2) Literacy campaign among the illiterate adults. Not infrequently the latter is taken as the essence of adult education, possibly because of the very great need for the bulk of the

people, over 90%, to become literate. If adult education is interpreted as it should be under normal circumstances as education of the literates in all spheres of knowledge, it is obvious that it must be a permanent institution in all advanced countries.

3. Literacy campaign among illiterate adults

—It has been stated that nearly 90% of adults in this country are illiterate. The problem is therefore a very big one. One aspect of this question however has to be emphasised. While every attempt should be made to make literate this vast bulk of the population, the first, essential is to prevent the increase in adult illiteracy. In other words, the leakage must be closed at its very source, and this can only be done by the immediate implementing of the scheme for free compulsory universal primary education and the extension of the scheme at least to the middle school standard, which in the opinion of the Committee is the natural and effective means of preventing lapse into illiteracy of those who have had the benefit of compulsory education. Sufficient stress cannot therefore be laid on this particular aspect of the question; and the Committee trusts that funds will be found to educate every child up to the middle school standard, so that there will be no possibility of adding to the ranks of adult illiterates; thus the problem of adult illiteracy at any rate will vanish within a couple of decades.

The higher percentage of illiteracy in India and how to reduce it.

4. For an effective literacy campaign among illiterate adults, it is essential that there should be the following facilities:—

Means for Promoting Adult Literacy.

(1) Training Schools where short-term courses will be given to train those willing to undertake the education of adult illiterates;

(2) Schools for Adult illiterates in rural and urban areas, such schools to work in the evening hours so as to attract the majority of adults, and schools in factories, in large industrial concerns and wherever a large number of people are engaged in work of any kind. These schools should work at convenient hours so that adult literacy may be carried on simultaneously with the workers' duties for wage-earning.

(3) Special attractions in the shape of certificates, prizes, etc., to attract as many adults

as possible to these schools, and special agencies or employment bureaux to enable the new literates to be placed on a better footing in regard to employment.

5. It should not be supposed that it is an easy task to impart instruction to the adult illiterates. In one sense it is even more difficult than the task of educating the young. Methods of teaching and approach have to be such that the adult will evince an interest in the task and towards this end his enthusiasm should be aroused. It should also be possible to study the aptitudes of the adult and to encourage such trends of development as may show themselves in the course of training. The Committee suggests that schools for preparing teachers for the Adult Literacy campaign should, as far as possible, be run in conjunction with the training schools and colleges, and such schools should preferably be conducted in the evenings. As a means of furtherance of such courses, it is very important that suitable literature should be prepared. The main object of the adult literacy campaign should be to encourage the villager to take a more active interest in the life around him, to teach him the way to get the best out of village life and the best way to carry out his ordinary avocations. In fostering literacy among the illiterates, every possible method of instruction should be utilised and these should embrace—

lectures,
printed material,
charts and diagrams,
exhibitions,
excursions,
Radio,
films,
libraries.

The teachers who will be responsible for adult education should therefore have training in these different methods of educating the adults; and it is suggested that to induce a number of persons to undertake adult education, stipends should be paid, and also a bonus at the end of the course; and these persons may be used as part-time instructors in the adult literacy campaign.

6. It was suggested to the Committee that there were two methods of approaching adult literacy in this country. The teaching may be imparted along the usual lines so far as the language is concerned, or the teaching may be done through the Roman script. Teaching by the Roman script could only be considered as a temporary measure at best, but as considerable impetus to the spread of education has been given by Romanised script in such countries as Turkey, Russia and China, the matter was brought to the notice of the Committee for consideration. It was also pointed out that the Roman script had been used with great advantage in the literacy campaign among the Armed Forces, Indian and non-Indian. Roman Urdu was the chief medium of instruction for all Indian and non-Indian troops who had no knowledge of Urdu script. A general discussion took place on the question of using the Roman script. The Committee finally came to the conclusion that adults should be taught through the script of the language concerned, and that although there had been considerable success in other countries in the use of the Roman script, it was not the right and proper method of teaching the adult illiterates. The attempt would lead to neglect of the Indian languages, and inasmuch as the adult should be a companion in education to the young child, it is necessary that both should use the same script.

7. **Schools for Adults**—There does not appear to be any necessity for separate schools being established for adults, in the sense of school buildings. It should be possible in almost every area to utilise the existing school premises in the evening hours between 6 p.m. and 8 p.m. for an adult literacy school to be conducted. The advantage lies not only in not duplicating unnecessarily school buildings, but such facilities as are available in the school can be easily utilised for the Adult literacy schools as well. In the case of Mills, Factories and Industrial areas, there may be need for additional Adult schools.

**No necessity for
Separate Schools
for Adults.**

8. To attract as many adults as possible, it may be necessary for some time to offer special enticements in the shape of certificates, prizes, etc. Inasmuch as adult literacy campaigns are calculated not merely to make the adult literate but to enable

him to take a more intelligent view of the several measures taken by the State for the good of the citizens, such as sanitary measures, co-operation, improved methods of agriculture, cottage industries, etc., it is worthwhile offering him these special attractions. The teachers employed in the campaign should also, besides receiving the usual remuneration, get additional rewards for particularly good work in such campaigns. Means should also be found, through special agencies, to secure the adult literates of promise better employment and fuller scope for utilising their knowledge and talents and in this way to increase their meagre incomes. In this connection, employers could go a great way towards fostering adult education by suitably encouraging such of their adult employees as become literate through adult literacy campaign.

The University's
place in
connection with
adult education.

9. Education of literates along modern trends in all spheres of knowledge—The increasing knowledge now available in all spheres of human activity makes it obvious that education in its widest sense is a life-long process. To enable the individual to play the role of an enlightened citizen, it is necessary to give him opportunities of becoming conversant with recent advances in all spheres of thought and to enable him to follow intelligently modern discoveries. This task is now being undertaken by a number of honorary workers, through lectures, demonstrations and exhibitions, while educational films are doing their best to give a graphic presentation of such ideas to the literate population. The place of the University in such adult literacy campaigns is obvious. It could, through its affiliated institutions and through its Departments of study, spread recent knowledge among the vast masses of literates. It could through suitable Extension Boards arrange for lectures, demonstrations, small discussion groups and tutorial groups, etc. In this respect the voluntary help given by the teachers of its affiliated institutions will be invaluable. There might also be an extramural department in the University with seminars for the purpose of imparting education among the adult literates. The scope for expansion of such activities is unlimited, provided there is sufficient enthusiasm behind the campaign.

10. In the campaign against adult illiteracy, the University can play a prominent role not only in training teachers for adult literacy campaign but also in the preparation of those books and pamphlets so essential for the needs of the adult getting to be literate. The place of the library in any campaign of adult literacy in its broadest aspect can hardly be overstated. Travelling libraries, lending libraries and public libraries available for all and situated conveniently for the bulk of the citizens, must be established at various centres. It need hardly be emphasised that the library habit is one that is best cultivated in childhood. Suitable books for children must be available in all public libraries so that those between the ages 7 and 11 might be initiated into the reading habit and might develop the taste for reading books of general interest. It is a mistake to imagine that libraries are only for the well-educated classes. There is an urgent need for literature in Indian languages suitable for young children, bringing to their notice in simple language the great discoveries of science and the great thoughts and writings of men of letters.

11. The financing of any large scheme of adult education should necessarily be the responsibility of the State, and given such financial help, it should not be difficult for Universities and other educational institutions to take a leading part in the drive against adult illiteracy and in the equally necessary task of educating the adult literates on the lines suggested above.

Financing of
Campaign for
Adult Literacy is
Responsibility
of State.

CHAPTER XIII

PHYSICAL EDUCATION, MEDICAL INSPECTION,
HEALTH AND WELFARE OF STUDENTS, SOCIAL
WELFARE MOVEMENTS AMONG STUDENTS,
U. O. T. C.

1. It need hardly be emphasised that at every stage of education, physical education and the welfare of the students should be one of the primary concerns of educational authorities. Although for sometime past emphasis has been laid on physical education, medical inspection and general welfare of the students in Schools and Colleges, it cannot be asserted that such education and medical care have been conducted on efficient lines conducive to the general

Physical
Education and
Welfare of
Students are
concerns of
Educational
Institutions.

well-being of the student. Physical Education in Schools and Colleges should be an essential part of all educational institutions. At present, although such physical education is compulsory in schools as in colleges, a great deal of inefficiency exists owing to the conditions under which physical education is imparted. The great drawbacks in schools at present would appear to be :

(1) insufficiency of playgrounds for the number of pupils in the school;

(2) inadequacy of teachers responsible for such physical education;

(3) lack of proper means of differentiating between the pupils and so encouraging the particular type of instruction or exercise most suitable for groups of pupils in the schools; and;

(4) lack of provision for mid-day meals or suitable nourishing food for the pupil to enable him to take advantage of such physical exercise; and the lack of appreciation in the majority of teachers of the value of physical exercise as an essential part of education.

**Need to improve
methods of
teaching Physical
Training, etc.**

2. Unless therefore these many defects are rectified, it will be futile to expect any radical change in regard to physical education. It is hoped that in future every teacher trained in a training institution will be given some training in physical instruction so that the teachers can supplement the efforts of the physical instructor in imparting physical education. In those schools where the teachers in general take interest in physical instruction, the atmosphere of physical training is changed and the boys are happy in the field and take to physical activities and organised games eagerly. The Physical Instructor has also to be a person, whose educational qualifications are not inferior to those of the other school teachers. He should be well-trained in the elementary principles of Physiology and Hygiene, and have some knowledge of defects in physique which could be remedied by appropriate physical exercises. It would be also necessary that he should have some health education with a view to co-operating intelligently with the Medical Inspector of schools. A supervising agency for physical instruction would also be useful in regulating, directing and

emphasising the need for physical education in schools.

3. **Physical Education in Colleges**—It is now the rule in the Madras University area that physical education should be compulsory for all students in the Intermediate classes. It must be confessed, however, that, as in schools so in Colleges, the large number of students that are admitted have not the facilities for such physical education. The playgrounds available cannot be utilised except at certain periods of the day in view of climatic conditions; and, if, as in the Intermediate classes of some Colleges, the numbers exceed 200, it is obvious that the bulk of the students will not have opportunities for games. Moreover the Inter-collegiate and Inter-University competitions have affected the facilities that are available for games for students. They have undoubtedly encouraged talent and have produced a good number of athletes and players.

**Physical Training
in Colleges.**

4. While this is a matter for some satisfaction, it cannot be denied that in the majority of Colleges, the playgrounds are not open to the bulk of the students but are restricted to those who have opportunities of showing their special skill. It is only the prospective members of College teams that play such games as football, hockey, cricket; and it is no longer possible for the other students to participate in such games. One other defect may also be mentioned. Irrespective of the strength of Colleges, most of the Colleges have one Physical Director. It is impossible for him to organise group games and to look after the training of a large number of students, with the result that although physical training is insisted upon, it is not given adequate attention. Despite the fact that the University has approved of the policy of having one Physical Training Director in each College, it did not rule out the possibility of members of the teaching staff taking part in supervision and participating in the games of the students. The Committee recommends that members of the staff should be encouraged to take part in these activities, and for such extra-curricular activities their services should be suitably recognised. This aspect of the question will be dealt with later. The Committee suggests that a Physical

**Need for
improving
facilities for such.**

Director for every 250 students should be appointed, that members of the staff of the Colleges should be encouraged to take part in physical activities and supervision to a much greater extent than at present.

**Advisory Board
for Physical
Education.**

5. With the object of exercising greater control and giving a further impetus to physical education, it is considered desirable to create an Advisory Board of Physical Education on which Physical Directors and Directresses should be represented.

**Present system of
Medical
Inspection
inadequate.**

6. Medical inspection, health and welfare of students—Schemes for medical inspection of school children and college students have been in vogue for very nearly a quarter of a century. They did not embrace, however, all schools and particularly primary schools. Medical inspection of students in Colleges, constituent or affiliated, of the University of Madras has been in force for some time. It must be confessed, however, that medical inspection as at present in practice has not yielded the results expected either in the case of school children or in the case of College students. A thorough overhauling of policy in regard to medical inspection seems therefore most desirable and necessary.

**Aims of Medical
Inspection.**

7. *Objects of Medical Inspection*—The objects of medical inspection of school children or college students are

- (1) to see to the physical fitness of every child receiving education; and, in cases where children or adults are physically defective, to advise on the proper methods of educating such physical defectives;
- (2) to detect any abnormalities in the physiological health and growth of the adolescents and to take such measures as may be indicated to correct abnormalities;
- (3) to advise on such preventive measures as may be necessary with a view to ward off diseases that might otherwise overtake the children individually or collectively;
- (4) to initiate young children and boys into the principles of personal hygiene, and thus to train them in habits of cleanliness and physical care; and

(5) lastly to see to the school buildings and surroundings so that hygienic conditions exist for the proper development of mind and body of the children entrusted to the care of such schools.

8. Medical inspection does not imply the examination of a boy or girl at any particular stage and the drawing up of a report, comprehensive as it may be, of the conditions found at that particular stage, but implies a continuous and fairly close observation of the physical and mental development of the child, a process which is possible only by the close co-operation of the teacher and the Medical Inspector. The present methods of medical inspection do not permit of such close and continuous watch. In many cases of defects, the student or pupil is given a copy of the report to be shown to his parents. Little else happens after this procedure, so that the whole object of medical inspection becomes infructuous and nugatory.

Medical Inspection should provide a continuous Medical History.

9. **Medical Inspection of School Children**—It has been stated already that Medical inspection and care of children should begin from the earliest stage of school career, i.e. from the primary classes. It is at this stage that various defects can be remedied, defects which may be slight at this age, but which if allowed without correction, may become serious defects later. Such defects need not necessarily be either congenital or pronounced. There are defects which may later become acquired defects of a pronounced nature, if not checked in time. Defects of speech, mannerism, defects in posture, can well be rectified, provided a proper medical inspection is carried out and suitable treatment adopted. Other defects such as defects of vision, adenoids, enlarged tonsils, dental caries, etc., can, with suitable remedial measures, be corrected in time. Medical inspection, therefore, is of little value unless suitable methods of treatment, for defects discovered at such examinations, are also taken on hand.

Objects of Medical Inspection at School Stage.

10. To accomplish this, therefore, a regular school Medical Service should be established. No useful results can be expected if medical officers visit the school once a year. There should be a permanent establishment of school medical officers, each medical officer being responsible for a specified number

Regular School Medical Inspectorate Essential.

of schools in a locality. The duties of these medical officers should be—

- (1) to examine the school children at particular definite periods;
- (2) to maintain a record of their physical health;
- (3) to take proper measures to correct such defects as may be found;
- (4) to check up the children of the school with a view to preventing any contagious or infectious diseases from spreading; to take note of contagious or infectious diseases in the locality; and to take adequate steps for inoculation, segregation, etc., to prevent the spread of the diseases to school children;
- (5) to take note of the general nutrition of the school children and to advise on the dietary needed, to correct defects of under-nourishment or unbalanced diet.

**Duties and
Responsibilities of
School Medical
Officers.**

It has already been stated that the provision of one meal a day to school children should be recognised as an imperative duty of managing bodies. The School Medical Officer should have a school clinic with a small dispensary, to which all children would be referred by the teachers for any ailments or defects that may be noted by the teachers themselves. In this connection, as will be stated later in the report, the training of school teachers in Hygiene and in certain other aspects of health of school children should be insisted upon. Besides maintaining school clinics where the pupils will be given treatment under certain conditions, the School Medical Officer should establish contacts with general hospitals and should be in a position to send such school children as he may deem necessary for expert advice and treatment to the specialist concerned. At present, and in the majority of cases, there is no organised method of getting school children attended to at General Hospitals, nor is the School Medical Officer any the wiser for the line of treatment that may be suggested or adopted by the specialist concerned.

11. It follows from what has been stated above that the School Medical Officer is a very necessary

link, and his advice and active co-operation will be needed not merely for medical inspection but for a continued survey of the physical well-being of the pupils in the different schools. This being so, any scheme of school medical service should consider the possibility of having one or more Medical Officers permanently attached for school medical service work for definite localities, so that a number of schools may come under the care of one School Medical Officer. He should not, however, be overburdened in such a manner as to make his work a routine one without the personal touch that is so very necessary; and in the exercise of his duties, the School Medical Officer could get invaluable help from the teachers of the school, if they have been properly trained for the purpose, and from the Physical Directors of Schools. It is a mistake to organise a school medical service on the basis of a permanent service admitting of no experience in allied branches of Medicine. School Medical Officers should periodically be seconded to the regular medical services, on the public health and curative side, so that they may gain valuable experience of modern methods of prevention and treatment of disease. Refresher courses should also be available. The posting of those employed in the curative or Public Health Service for a term of years to School Medical Service, after a preliminary training, is also to be commended.

12. The provision of facilities for mental and physical defective children should be a responsibility of the State and special schools provided and equipped for the purpose. In such special schools, there should be provision for a separate medical service to attend to the needs of such children. Schools for deaf and dumb children, mental defectives, for the physically handicapped and for those affected with tuberculosis, infantile paralysis, etc., should be started, if the full benefits of education are to be given to such children and if a feeling of inferiority is not to overcome them by being admitted to common schools.

13. In this connection, it is noted that out of the 14 schools for defectives in the Madras Presidency, 11 are aided schools, one is an unaided school, and two are municipal schools. There is no school, either

**Provision of
Special Schools
for Mental
Defectives.**

**Responsibility for
Care of Defective
Children is that
of the State.**

for males or females, maintained by the Provincial Government. The responsibility for the care of defective children is primarily that of the State; and it is a matter for regret that the State has not taken the necessary steps to explore the need and organise schools. What little has been done so far, is the work of aided institutions, chiefly of missionary enterprise.

**Medical Inspection
in Colleges.**

14. **Medical Inspection in Colleges**—The remarks made under school medical inspection apply with equal force to medical inspection of students in Colleges. The present method of conducting inspection by a number of medical men appointed for the purpose, whose duty it is to inspect the boys at the beginning of the academic year and to give a report, is very unsatisfactory. Such reports lead to little tangible results, because the most important part of a medical inspection, the follow-up and treatment, is entirely left to parents or guardians, whose co-operation is not always available and whose capacity to undertake the necessary remedial measures may not be adequate. In Colleges, the medical inspector should not only inspect the boys, but be in a position to advise them from time to time, and should also guide them in regard to their physical activities dependent upon their record of physical health. Most Colleges have hostels attached to them, and it is generally agreed that for such hostels there must be a medical officer to look after the welfare of the inmates.

**A Medical Officer
should be attached
to each College.**

15. Taking the size of the Colleges generally and the need for medical care of hostel inmates, it seems desirable that there should be attached, to the larger Colleges at any rate, a Medical Officer permanently on the staff of such a College. It would, in the long run, be economical both to the managements and certainly to the students to have a permanent medical member on the staff of the establishment. Such a medical officer could perform the following duties:—

- (1) Inspection of the students once a year;
- (2) advising students from time to time and attending to any medical defects;
- (3) the care of the hostel inmates, paying a round to the hostel every day to see if any of them are sick and require medical care;

- (4) to afford adequate facilities for such of the sick of the College as require special treatment in hospitals or under specialists;
- (5) to look to the sanitation and preventive aspects of medicine in the College premises and affiliated hostels and to take such preventive measures as may be needed in case of epidemics in the locality;
- (6) to give lessons in Hygiene and Public Health to such of the students as may be desirous of benefiting by such a course, and
- (7) to organise a First Aid and Ambulance Corps in the College, which is a very effective method of training students to be useful to their fellow citizens in all emergencies.

16. In this connection, the Committee wishes to suggest that a great deal of economy could be effected and efficient medical help rendered to the students by a co-operative enterprise, as between Colleges, in establishing co-operative medical stores where medicines and appliances, such as spectacles, tonics, etc., will be made available to *bona fide* students at reduced rates.

**Medical Supplies
at Reduced Rates.**

17. In view of these many advantages, we suggest the need of having one medical officer on the staff of every College; and if the strength exceeds 1000 it may be necessary to have two medical officers. In all women's colleges, and in co-educational institutions, there should be a woman medical officer to look after the needs of women students. If the number of women students in a co-educational institution is under a hundred a part-time medical officer may suffice for them.

**Women as well as
Men Medical
Officers Needed.**

18. **Social welfare movements among students —** It is not possible to touch on the very many different methods of promoting social welfare among the students. In many Colleges great interest is taken in extra-academic activities, which help to encourage the spirit of comradeship and give effective scope for such of those as have a flair for such activities to develop them during school or college days. In all social welfare movements for students, it is necessary that the teachers should take an abiding interest and should, while being in the background,

**Teachers and
Social Service.**

effectively help in organising such movements along healthy lines. The genuine interest taken in all these movements by teachers would be sufficient guarantee that the students do not look askance at the teachers for the part played by them. It would not be difficult, if the confidence of the student is secured effectively and unostentatiously, for the teacher to guide the student along healthy channels in all such movements.

**Students and
Social Service.**

19. One other object that should be encouraged is to create in the student the spirit of service. Various devices have been adopted to give effect to this. University settlements, social service leagues, night schools, adult education centres, rural relief excursions during holidays, and similar activities should be encouraged with a view to training the student effectively to play the role of the citizen at a later date. While the utmost freedom should be given to the student to exercise his talent and utilise the opportunities, it should always be the endeavour of teachers and students alike to cultivate in all such activities a spirit of discipline and disinterested service.

**University
Officers
Training Corps.**

20. **U. O. T. C., Etc.**—University Officers' Training Corps contingents are now available in some Colleges. It is desirable that these contingents should be extended so that students of all Colleges may have an opportunity of joining the training corps. Apart from the possibilities of students who have had such training being drafted to the Armed Services of the country, the training itself is calculated to develop the physical, mental and moral qualities of the students concerned, and to instil into them a spirit of corporate life and activity. Here, as in many other of such activities, the role of the teacher is exceedingly important. University Officers' Training Corps in the different Colleges will be a success to the extent to which the senior and more responsible members of the staff associate themselves with these Training Corps and show by example what it is to be associated with such a Corps. We hope that ere long facilities will be made available in a larger measure and that the Colleges themselves will take a more intensive interest in the organisation and development of the University Officers' Training

Corps, which should be restricted to those volunteering if physically and in other ways suitable.

21. In the schools, there are many ways of encouraging the pupils along similar lines. Boy Scout and Girl Guide movements, the Junior Red Cross and such other activities as would promote the spirit of service, a corporate life and a sense of discipline should be encouraged.

**Boy Scout and
Girl Guide
Movements.**

CHAPTER XIV

TEACHERS & THE TRAINING OF TEACHERS

1. The whole scheme of post-war educational reconstruction rests on two fundamental factors:—

- (1) an adequate number of teachers,
- (2) their efficiency.

2. If education is to be extended in the manner envisaged in the previous chapters of this report, it is obvious that there is an urgent need for a very large increase in the number of trained teachers of sufficiently high standard so that the schools may be run on efficient lines and proper instruction given to the pupils. The report of the Director of Public Instruction for the year 1943-44 states that the total number of teachers in the Primary schools of this Presidency was 104,708, this being composed of 83,266 men teachers and 21,442 women teachers. In the Middle Schools there were 1,517 men teachers and 539 women teachers; while in the High Schools there were 10,696 men teachers and 1,916 women teachers. The total number of teachers available for Middle and High Schools was 12,213 men teachers and 2,455 women teachers. If compulsory primary education is to be introduced, the total number required is estimated by the Central Advisory Board of Education for the Madras Presidency at 206,200, while for the Middle Schools alone 109,600 teachers would be required. It is estimated that generally an annual replacement of 6% of the total strength of teachers should be calculated for all stages of education so that if this is to be taken into consideration, it is clear that a very large number of teachers will be required, if the scheme as suggested herein is to become operative. The first and most essential need therefore is an increase in the number of training

**Number of
Teachers at
Present as
Compared with
that Required
Later.**

institutions and a very large increase in the number of those who take to the teaching profession.

**Teachers of the
Future and How
Recruited.**

3. **The future supply of teachers**—If the number and quality of teachers required to give effect to the reforms suggested herein are to be obtained, three things in particular must be done:

- (1) The field of recruitment must be widened;
- (2) The conditions of service which prevent people from taking to the teaching profession must be abolished; and
- (3) The standing of education must be improved and the status of the teacher properly recognised so that a sufficient number of men and women of education and culture will be attracted to the profession.

**Types of Training
Institutions.**

4. **Training Institutions**—Training institutions in this Presidency are of three categories:—

- (1) Training centres for the Higher Elementary Grade;
- (2) Training Institutions of the Secondary grade; and
- (3) Training Institutions for graduate teachers. There is at present no training required for teachers employed in Collegiate institutions, although those employed in educational institutions under the Government are required in many cases to qualify for the L. T. or B. T. Degree with a view to facilitating their easy transfer from one type of educational institution to another. After a careful consideration the Committee has come to the conclusion that there should be only two types of training institutions (1) Undergraduate training institutions (for Primary school teachers) and (2) Graduate training institutions (for High School teachers).

**Better Training
Required.**

5. The Elementary school teacher with a higher elementary grade training is not properly equipped for the task, and it is futile to expect such persons, with a low standard of general education, to bear the larger responsibilities and fulfil the expectations for the proper guidance of the young pupils entrusted to their care. The Committee is convinced that much of the inefficiency of the school teacher

and the consequent depletion of pupils in lower classes is due to the fact that the teaching is not as efficient as it ought to be and that modern methods of teaching have not been imbibed by many of these teachers. The Higher Elementary trained teacher cannot be expected to come up to the standard expected in the re-organised scheme of education. We would suggest that the general educational qualification of the Primary school teacher should be the minimum qualification of the Secondary School Leaving Certificate or Matriculation with appropriate training thereafter, while for the High School teachers whether it be in the Middle School or higher classes, the general qualification should be that of a graduate with the special training required thereafter in training colleges. The Matriculate trained teachers would, therefore, in future be responsible for the Primary classes; while in course of time, it is hoped that all teachers for the six classes of the High School will be properly trained graduate teachers. The qualifications of teachers for Technical schools and Polytechnics will be separately dealt with.

6. Selection of candidates for entrance to training institutions—Teachers of Primary classes—It has been stated that the field of recruitment for teachers should be widened. The very large number of teachers required makes it even more essential that every possible effort should be made to throw the net wide to secure the services of as many people as would prove ultimately to be efficient teachers. With this consideration in mind, the Committee recommends that those admitted to undergraduate training institutions for the primary stage of teaching might include:

**Wider Selection
Recommended.**

(1) those who have completed the S.S.L.C. or the Matriculation;

(2) those who have taken part of the S.S.L.C. course and have subsequently improved their general knowledge; for such pupils an extra period of preparatory study would be prescribed before they actually enter the teachers' training;

(3) demobilised soldiers whose qualifications will probably make them very suitable to be teachers provided certain additional training be given, apart from the teachers' training.

A certain amount of latitude should be given to Principals of training institutions to admit these different varieties of students. In addition to the avenues to the teaching profession through the schools, there should be scope for men and women who have had some experience in other walks of life to take the teaching profession at a later stage should they desire to do so.

Recruitment as Teachers—Men and Women from other walks of life.

7. It would be an immense advantage to the schools if there were teachers who before they entered the teaching profession had experienced life in some capacity or other than that of a full-time student. Emphasis has already been laid on the fact that in the immediate post-war years, the recruitment of men and women demobilised from the Forces and auxiliary services should be encouraged for the good of the teaching profession. Besides this, a planned method of recruitment from amongst those who have had some experience in business or a profession or in some other responsible positions would undoubtedly be helpful to leaven with practical experience the instruction that will be given in schools in general.

Importance of Women Teachers.

8. The recruitment of women teachers is a matter of great importance. From the figures stated above, as to the number of teachers that will be ultimately required and as to the annual rate of recruitment that will have to be kept, it is obvious that a great part of the burden of teaching in the Primary and Secondary schools would fall upon women. It has been stated in the earlier Chapters of this report that the system of part-time employment of teachers should be encouraged and if this is to be given effect to, women teachers will be made available in much larger numbers, who can be efficient part-time teachers in school while carrying on the responsibilities of domestic life.

Need for Improved conditions of Service.

9. **Conditions of Service**—The conditions of service which, at present, teachers have to comply with are such as to deter many people from entering the profession. Long hours of work, large classes, cramped and unsuitable buildings, the narrow life which is sometimes imposed on teachers—all tend to make the life so humdrum that it is not to be wondered that persons of promise hesitate to take to

the teaching profession. A more serious disadvantage, which cannot be left out of account, is the attitude of managements. While there are some undoubtedly good and efficient managements, it must be confessed that there is enough evidence to justify the fears that there are managements, private and quasi-public, which have not tended to inspire confidence in the teachers about fair treatment and a proper recognition of their status.

10. **Training Centres for Teachers**—It has been stated that in future, there should be only two types of training centres—(1) Under-graduate training centres for Primary classes; (2) Graduate training institutions for Secondary classes.

**Training Centres
for Teachers.**

11. The question of the organisation of training centres for teachers is an important one. At present the training institutions for higher elementary and secondary grade teachers are controlled by the Government, there being a certain number of Government institutions or private aided institutions spread over different areas. No systematic attempt has been made to locate these institutions at proper centres nor to organise the training given in such institutions in such a manner that improvements can be introduced from time to time, consistent with modern trends in teaching. These training institutions are subject to periodical visits from inspecting authorities, but it cannot be said that a sufficient amount of expert guidance is available.

**Should be located
in proper centres
and be more
up-to-date.**

12. There is no central organised Body of experts to review the progress of these training institutions, to test the efficiency of the training imparted therein and subsequently to follow up the trained teachers to detect any defects that might have to be rectified in the process of training. One of the urgent reforms therefore that seems necessary would be the organisation of a Central Training Council consisting of some experts whose duty will be largely to advise the department of public education regarding the expansion of training institutions, their organisation in different areas, the methods of training, admission of students to training institutions and on such other conditions as may be conducive to the enrolment of a large number of pupil teachers and

**Need for a Central
Training Council
is urgent.**

their efficient training. The training of graduates who are, according to this report, to be eventually responsible for all classes in the High School, is at present controlled by the Universities. The training Colleges are affiliated to the University and the period of a year's training has been prescribed for graduates who are admitted into such Colleges.

Closer liaison between Training Institutions and the University is recommended.

13. The Committee considers that there should be some connection between under-graduate training institutions and training Colleges of the University and it is desirable that the University should award a Diploma to those to be trained as teachers of Primary Schools. This would give an increased importance to the Diploma and attract a much larger number of suitable entrants to these training institutions. It may not be possible to carry out this ideal at once. Until this is possible, we recommend a joint Board or a Committee with representatives of the training institutions and the University to control and direct the training of teachers in all grades of teaching.

Two Types of Training Institutions in same centre would lead to better results.

14. The Committee is also of opinion that it would be an advantage to have in the same centre the two types of training institutions, the under-graduate training centre and that for graduates. This will give a broader opportunity for the head of the institution to supervise the work of both Departments, to co-ordinate the work wherever possible, and to afford increased facilities for the primary teachers to get to appreciate the larger problems of education in general. It will also help to bring out a better understanding of the two grades of teachers and to make them realise that they are members of a common noble profession. It would, however, be necessary, in view of the larger numbers required for the Primary classes that there should be additional training institutions for such pupils. The Committee would here emphasise the need to locate these training institutions in rural areas. The bulk of the Primary School teachers will have their life in rural surroundings, and it is well that they should get accustomed from an early stage of their career to rural surroundings, and to the demands of the rural population. As practically a

large majority of the students who join the undergraduate training classes are at a stage analogous to the University stage, it would be advantageous to have a residential system of training for such pupils, so that the corporate life of the school may be better appreciated and so that opportunities may be made available for those extra-curricular activities as would largely help them later, in their careers as school teachers. In both types of training, that for the primary school teacher (under-graduate) as well as for the graduate teacher, there appears to be a great need for a re-orientation of the training schools on the lines to be suggested later in this report.

15. The Committee recommends that the whole question of teachers' training be referred to the Board of Studies in Teaching of the University for concrete suggestions regarding the remodelling of the courses so as to make them more practical bearing in mind the possibilities of new Training Colleges being opened, preferably in areas where there are first grade arts or science colleges. It was also felt that the Board of Studies should take into consideration the number of schools that should be available in the locality for extended practical training, in addition to such training as may be given in the model school; the accommodation that would be required for practical subjects demanding laboratory technique and equipment and the ratio that should be prescribed regarding the number of pupils to teachers.

16. **Training of Technical Teachers**—The Committee considers that ultimately the training of teachers for the technical schools and Polytechnics should be at one or other of the two types of training centres mentioned above, as better facilities will be available at these centres. Such training would include training in general subjects, special subjects and the particular technical subject or subjects selected. This will be dealt with at greater length elsewhere.

17. **Duration of the Course**—The Committee, after very careful consideration, recommends that the duration of the course should be (1) Two years in the case of undergraduate training centre and (2) one year in the case of graduate training centre. The

**Board of Studies
in Teaching
should Investigate
the whole
Question of
Teachers'
Training.**

**Teachers'
Training and
Technical
Education.**

**Two Years
Training Course
for Under-
graduates and
one Year for
Graduates.**

Committee realises that these periods are hardly sufficient if the courses are to be properly planned out with the necessary period of practical training during the course. In view of the present needs, however, the Committee does not deem it a practicable proposition to recommend a lengthening of the course. The one year course at the training centre for graduates will be for the bulk of the teachers, but to such of those as wish to pursue their studies further and to carry on research in education, a higher degree, such as the M. Ed. recently introduced at the Madras University, may be made available after a further course of one-year. The admission to this higher degree should generally be limited to a few and such should have practised the profession for some years after obtaining the degree in teaching.

18. In under-graduate training centres, where candidates who have not matriculated are admitted, the period of study should be extended upto a maximum of three years for such candidates and special courses planned to meet the needs of the different types of candidates selected.

19. **Subjects of Study**—The essential requirements of all teachers are (a) some mastery of the language which is to be the medium of instruction and the power of clear speech; (b) a sound training in the fundamental principles of education; and (c) competence in the art of teaching.

**The Importance
of competent
Knowledge of
Indian Languages
and English by all
Teachers.**

20. **Language and Speech**—The importance of a clear grasp of the language and the ability to write and speak in a clear and if possible pleasant manner should be emphasised. Whether the medium of instruction be any of the Indian languages or English, the teacher by training and practice improves his own powers of lucid expression and the art of reading and listening intelligently. It must be admitted that at present, teachers are asked to teach through the medium of an Indian language without a sufficient mastery over that language and the ability of clear expression. This defect is noticeable even more perceptibly in some who teach through the medium of English.

21. The need for special qualification and training of those teachers who teach the languages whether it be English or any of the Indian languages

cannot be unduly emphasised. If powers of expression are deficient in the pupils of many schools, the fault may be looked for elsewhere than in the pupils.

22. **The art of teaching and school practice—** School practice under present conditions cannot be said to be either efficient or sufficient. Practical training is given in model schools and in certain of the schools in the area round about the training centre. The minimum of practice fixed is not infrequently the maximum adopted, and owing to the paucity of teachers in proportion to students admitted, it is not possible to give this training under the immediate supervision of the training college staff working in co-operation with the schools.

**The need for
Wider Practical
Training in the
Art of Teaching.**

23. The practical course should consist of two types of training (a) Practical training in schools, and (b) continuous teaching practice. Practical training in schools should be in model schools or in schools easy of access to the training institution, this training being primarily under the direction of the staff of the training institution. The period of such instruction may be spread out to varying short periods, but should preferably extend to 8 weeks for a two years' course, and 4 weeks for a year's course. The second objective of school practice should be to provide the student a place in a school so that he becomes, as far as possible, a member of a school staff. This school practice should not be under the direct supervision of the staff of the training institution. It may be taken at any school approved for this purpose, and the staff of the school, the Headmaster in particular, should be mainly responsible for the supervision of the trainees. This practice would enable the pupil-teacher to visualise his future responsibilities and should give him the opportunity to realise his future relationship with his pupils and colleagues. The essence of such training consists in the staff of the school being primarily responsible for direction and supervision of the students though it is open to the Training College teacher to visit him occasionally. It is suggested that this period of training may be two months for a pupil of the under-graduate training centre and one month for the student of the graduate training centre. Such a scheme would be successful only with the whole-hearted co-operation

**Two types of
Training
Recommended
for all teachers.**

of the schools concerned, but there is no reason to suppose that this co-operation will not be forthcoming.

**Department of
Public Education
to select schools
and place trainees
in them.**

24. The responsibility for the selection of schools and placing the pupil teachers should devolve on the Department of Public Education and not on the training institutions. Schools which are utilised for such training should have their services suitably recognised. It is realised that the scheme cannot be put in operation forthwith, but the ideal should be kept in view and steps taken to implement this recommendation as soon as possible.

**Subsidiary
Courses of
Instruction.**

25. Provision should also be made in training institutions for subsidiary courses of instruction which will render the teacher increasingly useful in the school. It has been stated that while the responsibility for physical education would devolve upon the specialist in physical education, all teachers who have passed through their period of training should have a compulsory course of physical training including the technique of teaching. The organisation of games, the supervision of physical exercise, the teaching of ambulance drill, etc., should be subjects of training in the school. Besides these, it will be well for all teachers to have some training in Arts and Crafts, training in some form of social service organisation, such as rural uplift work, adult education, rural sanitation, etc., and in the organisation of Boy Scout or Girl Guide or similar movements. It would not be possible to state all the different directions in which subsidiary training can be organised, but it should be the endeavour of all training institutions to supplement the regular course of training required for the Diploma or Degree by such subsidiary courses of training as would fit better the teacher for the responsibilities of his task.

**Practical Teaching
in Schools
necessary
Pre-requisite for
Staff of Training
Colleges.**

26. **Staff of Training Colleges**—At present training institutions are staffed by a permanent body of whole-time teachers who are expected to meet all the needs of the students in training. In Training Colleges, the staff are selected from Arts and Science Colleges; and although all of them possess a Degree or other suitable qualification in teaching, they need not, and not infrequently do not, possess any experience of teaching in schools. This is a

severe handicap and reduces the training to a theoretical level. If the teaching imparted to the students is to be effective, there should be on the staff of the training institution experienced teachers fresh from teaching in the schools; not all the members of the whole-time staff should be permanent. In particular, in regard to practical training, the services of temporary members of the staff should be utilised in all training institutions, such members being selected from experienced teachers of schools for periods of two to five years. It may also be of great value to secure the part-time services of experienced school teachers both for instruction in method given in the department and in the supervision of the practical education in schools. These teachers can give instruction in the Training centre and demonstrations in their own schools.

27. It has been stated that the teaching of Hygiene to the students is of vital importance as it is to them one should look for inculcating the principles of hygiene and its practical application to the pupils. The present practice of teaching this subject in training institutions by those who have not had a special qualification should cease. Instruction in Hygiene is best given by a qualified member of the medical profession. The Department of Public Health should interest itself in this direction, as it is one of the best methods of carrying on propaganda and educating large groups of persons in the fundamentals of preventive medicine.

28. There are two other directions in which the efficiency of the teacher should be promoted. These are (1) the provision for a probationary year of practice for qualified teachers; and (2) the introduction of refresher courses for teachers. A year of probation for all teachers will be of great value, as during this period the teacher will work under supervision and guidance; defects could be rectified and a careful estimate made of his or her suitability for the teaching profession. If a sympathetic interest is taken and proper care bestowed, it may be a most effective method of toning up the instruction already given. It is needless to add that during this period of probation, the teacher should receive his or her salary.

**Teaching of
Hygiene by
Qualified Persons
only.**

**Probationary
Period and
Refresher
Courses for
Teachers.**

**Stipends for
Students in
Training.**

29. **Stipends**—To attract a sufficient number of students to the training institutions, it is necessary, that the instruction given in such institutions should for sometime to come, be free; and stipends may have to be awarded to trainees to enable them to undergo the training. Unless this be done, there will not be the incentive for pupils of the right type to take to the teaching profession, when other openings more attractive will perhaps be available for them immediately.

**Conditions of
Service of
Teachers require
improvement.**

30. **Salary and Status of Teachers**—This is by far the most important of the several points to be considered to recruit in sufficient numbers efficient teachers to whom the care and up-bringing of the future citizens of the State are to be entrusted. It is not to be supposed that the chief attraction of the teaching profession should ever be the emoluments to be earned. At the same time, it should be emphasised that it will be an evil day for the country, if the profession were to be reduced to such a level that though it be regarded as the noblest of professions it would be the sorriest of trades.

31. The teaching profession is well within its rights in stressing the need for

- (1) security of tenure,
- (2) salary consistent with the qualifications, training and duties involved,
- (3) freedom from meddling interference, and
- (4) an appellate authority to which an appeal will lie in cases of victimisation or severe punishment inflicted on a teacher.

32. In all grades of the teaching profession the salaries at present offered in most cases are below the minimum scales that should be fixed. As regards the scales of pay for teachers, the Committee is in general agreement with the scales suggested by the Central Advisory Board of Education in their report on Post-War Educational Development in India. These scales of pay should be subject to review in the light of changing circumstances, the principle being kept in view that the teaching profession should not be less attractive than any of the other professions requiring persons of equal attainments. Besides these basic scales of pay the Committee also considers it desirable that

there should be a system of recognition of additional qualifications of individual teachers. It is desirable that such special qualifications should be properly recognised. They should be given substantial allowances for special qualifications or experience or for holding posts of special responsibility. In all cases, there should be provision for a Provident Fund or pension. Headmasters should have a higher scale of pay and may possibly be required to possess higher qualifications, while Inspectors should likewise have a higher scale, when performing those duties. The Committee considers that there is need for providing certain other facilities for members of the teaching profession. These may be facilities for recreation and for spending the vacation in selected localities like hill stations where residential homes should be provided for them. Such salubrious rest centres available to teachers during the holidays on terms within their means are likely to lead to greater efficiency and better health of the teacher.

33. Study leave and opportunities of travel—

It is of very great importance that teachers should be given opportunities for study leave and travel abroad. It has been emphasised that refresher courses are very useful to teachers. In the higher grades of teaching particularly in University and professional education, the need for study leave in foreign countries cannot be too strongly emphasised. The outlook is widened, the interests of the teacher are deepened and by a comparison of methods adopted in other countries, not only his general knowledge but his professional knowledge as a teacher will be considerably enhanced.

**Provision for
Study Leave.**

34. Technical Schools and Colleges—

It has been stated that secondary education should be reorganised and that there should be established along with the Preparatory Schools Technical High Schools, Polytechnics and Technological Institutions or Colleges, some of which will be affiliated to the University, while others may work under the direction of a Board of Technological studies. The question of teachers for such schools becomes an important consideration. For such technical schools, there should be two types of teachers—technical subjects teacher and the general subjects teacher. (1) The

**Teachers in
Technical Schools
should be of
two types.**

technical subjects teacher deals with subjects or skills which are part and parcel of industry, commerce or domestic occupation. These teachers may themselves be divided into two classes — (a) those who are concerned mainly with the theoretical aspects of the subject and (b) those who are imparting a craft or skill. It is doubtless advisable that the teachers of the theoretical aspect should necessarily possess knowledge and skill in craft work as well. (2) The general subject teacher deals with studies such as Mathematics, Physics, Chemistry, Elem. Science, English, etc., which are found in all types of schools, but which in technical schools should be taught with direct relevance to more strictly vocational subjects. Thus, for example, Geography taught in relation to Commerce is different in approach and content from what it is in a Preparatory type of school. Mathematics for instance may be taught in relation to a particular craft as in the presentation of problems of Geometry in relation to such craft. Similarly many other subjects would be taught in such technical schools with the bias necessary for showing their usefulness and importance in the particular form of craftwork that is undertaken. Domestic Science and Nursing demand for instance emphasis on certain aspects of Science. The organisation of Technical High Schools, therefore, requires persons who are as academically efficient in the teaching of these general subjects as the teachers of the Preparatory Schools, while in addition they should be better equipped for demonstrating the practical aspects of the subjects taught in relation to the technical subject chosen for study. If this aspect of the question is borne in mind, it will be obvious that there will be little difference between the standard of academic achievement of the pupil in the Technical High School and that of the pupil in the Preparatory Classes.

35. Technical teachers constitute the key-group in industrial development, but unfortunately their importance and usefulness have not been recognised either by the Government or by those industries which must depend upon them for the supply of trained workers.

36. **Recruitment**—Technical teachers may be recruited on a full-time or part-time basis and they may be from Industry or Commerce or the professions—The category would cover

- (1) (a) Persons possessing academic qualifications;
- (b) Artisans and craftsmen who hold certificates, and
- (c) Persons with practical experience.
- (2) Members of the teaching profession, i.e. University graduates and non-graduates.

**Widening the
Area of
Recruitment of
Technical
Teachers.**

Besides general qualifications, such as a general education, a high standard of knowledge and ability to teach with an appreciation of the relation of his own subject to other realms of knowledge would be necessary in the technical teacher. He must have an intimate acquaintance with the subject in its industrial or commercial setting, if possible, through practical experience in having played a part in Industry or Commerce. It may be desirable that technical teachers should return from time to time to factories or business concerns for substantial periods or they should have opportunities of travel to see what is being done in other countries.

37. **Co-operation of Industry and Commerce with technical education**—The Department of Public Education should invite such of the responsible professional institutions as are appropriate to bring into being small bodies of persons who would act as Standing Committees charged with the duty of keeping constantly under review training for the professions and making practical proposals for co-operation of industry and commerce with technical education. In particular these Standing Committees may be expected to facilitate arrangements for the return of technical teachers to industry and commerce at stated periods for refreshing their practical knowledge.

**Creation of
Bodies of
Professional
Education.**

38. **Training of technical teachers**—The training of technical teachers has much in common with the training of other types of teachers. The Committee recommends, that wherever it is possible, training institutions should afford facility for the training of both types of teachers: teachers for Preparatory Schools as well as Technical High Schools.

**Technical
Teachers'
Training should
be in same
Institution as
other teachers.**

There is much to be said for this arrangement of training under a common roof. There are certain principles underlying teaching as an art, which should be understood by all teachers; the relationship which knowledge or training in one's own particular field bears to education as a whole must be studied, and the techniques peculiar to the presentation of the subject must be discovered and practised. The technical teacher has two other special needs. In the first place, he is frequently teaching people, who are earning their living. There is an economics of technology and commerce. The technical subjects teacher comes from Industry or Commerce, where he has his living. The training of the technical teacher or, at any rate the major part of it, should be undertaken after, rather than before, he has entered upon his work as a practising teacher. Generous financial provision should be made for his training and he should receive a stipend during his course. The course as a whole may be broken up into units of short periods. It could, if desired, be taken piece-meal with an interval between them. Provision for practical training is a difficult one, as no facilities exist at present. In course of time, it may be possible for equal practical training to be given for the technical teachers as for the teachers of the Preparatory classes.

**Salaries of
Technical
Teachers in
Schools and
Colleges.**

39. **Salaries**—The basic consideration in fixing the salaries of teachers in technical schools and colleges should be that it must have some relation to salaries or emoluments obtainable by persons of similar qualifications and experience in industry or commerce, or in the service of any Government Department. The Committee is on the whole in agreement with the suggestions of the Central Advisory Board regarding the salaries to be paid for teachers in technical Schools and Colleges. In the higher grades of technical or technological education, the need for special scales of salaries dependent upon the qualifications of the staff should also be borne in mind.

CHAPTER XV FINANCE.

**The Suggested
Expense is
Dependent on
State Aid.**

1. From the various recommendations made above, it should be obvious that the whole scheme of post-war reconstruction in Education will depend

upon the extent to which finances are made available for the many requirements that are overdue in the sphere of education in this country. It has been emphasised that the State should take a more direct responsibility in matters educational. It should be the primary responsibility of the State for certain grades of education to be imparted to the boys and girls of the Nation. We have already expressed as our opinion, that the State should be responsible for Primary Education and for a greater part of Secondary Education. For the many improvements that are sought, by the opening of Technical High Schools, Polytechnics, and Technological Institutions, for the increased provision of efficient teachers, for libraries and better equipped laboratories, facilities for research, for post-graduate education, study leave and foreign scholarships, the State has to undertake the responsibility in an increasing measure. The Committee is aware, and is glad to note, that the Government of Madras have been ahead of the Governments of other Provinces in India, in encouraging education and in providing for an expenditure of over Rupees Three Crores per annum. Still there are many gaps to be filled, and much leeway has yet to be made.

2. Sources of revenue—The sources of revenue for purposes of education have been :

Levying of Cess
by State.

- (1) Government grants;
- (2) Grants made by Municipal and other Local Bodies through an educational cess levied;
- (3) Grants of private managements and benefactions;
- (4) School and College fees.

The income from educational cess imposed by Local Bodies is derived under a permissive power given by the Local Government. The educational cess varies and Local Boards have not, in all cases been prepared to levy the maximum educational cess permissible under the Act. It seems to the Committee that to avoid these variations and to pursue a uniform policy it would be in the interests of the Local Bodies themselves if the Government were to take the whole responsibility and levy whatever cess may be finally decided upon for the whole Presidency or for particular areas in the Presidency.

**Compulsory
Education means
Responsibility
on the State.**

3. In this connection the Committee would like to emphasise the view that the responsibility for educating the young should not be considered the duty of a Local Body alone. Remissness on the part of a Local Body or Municipality does not result in the increase of illiterate population in that area alone; but consequent on immigration and the facilities of travel the illiterates spread themselves throughout the Presidency. The question therefore is one for the State to control rather than for Local Bodies; and while Local Bodies may have Advisory Committees to help and associate themselves with the work of education in general, the responsibility of the State for educating every boy and girl cannot be delegated to Local Bodies. This aspect of the question becomes even more important in view of compulsion being introduced at the Primary Stage leading on to the Middle School stage of education.

**Need for Revision
of the
Grant-in-aid
Code.**

4. Grant-in-aid for schools—At present schools and other educational institutions under private managements are given grants-in-aid with a view to extending and improving secular education in such schools. These grants-in-aid are given for teaching and for the following other purposes:—

Payment of stipends to teachers under training;
Payment of fee to medical officers for medical inspection;

Boarding charges of Indian orphans and Boarding Homes;

Erection and extension of school buildings and hostels;

Furniture, apparatus, chemicals and appliances;
Books for library and plant and material for laboratories and workshops;

Cost of needlework or other art and industrial expenditure; and

The purchase of land for school, hostel or playgrounds.

Although the provisions are comprehensive, it is felt that there is need for a revision of the Grant-in-aid Code to make it approximate to modern requirements in the field of education. It was also agreed that payments under the Grant-in-aid Code

should be made concurrently with the academic year, and specifically under different headings such as pay of teachers, fee concessions, equipment, school buildings, hostels, library, playgrounds, etc. It is essential that this Grant-in-aid Code shall be constantly under revision, in keeping with the progress of education and the spirit of the time, and that this revision might be done with the help and co-operation of the profession, particularly representatives of the managements and headmasters of schools.

5. It has already been suggested that inefficient schools and single-teacher institutions or private institutions without sufficient guarantee of funds for the efficient running of the school should preferably be taken over by the State. It is only in regard to such institutions as have been well established and run by trusts, responsible registered agencies, missionary or otherwise, that the State can afford necessary assistance for their efficient working.

**State to take over
Inefficient
Institutions.**

6. To the managements of all voluntary schools, whether Primary or Secondary, the choice of two alternatives may be offered. (1) If they find themselves unable or unwilling to meet the cost of the alterations and improvements needed to the buildings and equipment of the school, or the proper pay of qualified teachers and the efficient management of such institutions, all financial obligations should pass to the State together with the power of appointing teachers and providing the necessary instruction. Such schools may be termed **Controlled Schools**. (2) Where, however, the management is able and willing to meet a moiety of the cost and to comply with all the conditions laid down by the Department of Public Education, a direct grant from the State should be made available. Such managements will retain full control of the institution in regard to its management and payment of teachers, etc. These schools may be known as **Aided Schools**.

**Controlled Schools
and Aided
Schools.**

7. To consider the extent to which any immediate revision of the Grant-in-aid Code is necessary to guarantee to the teachers the minimum scales of pay that have been suggested in this report, and to equip the schools on the lines envisaged in the

**Revision of Grant-
in-Aid Code to be
undertaken by an
Expert Body.**

post-war reconstruction scheme, the Committee would suggest the desirability of constituting^o an expert Body on which representation should be given to the managements and to the teaching profession. It would attempt to revise the Grant-in-aid Code, to simplify its procedure and to make the conditions of grant more liberal than they are at present. In particular, the Committee desires to press the view that the revised scales for teachers in the various types of institutions cannot be given effect to unless the Government grant in this respect is suitably revised, and it should be the endeavour of the Government to see that such scales of pay are made available to the teachers and that they receive proper remuneration. The need for a Provident Fund or Pension has already been emphasised, and Government's contribution to this might well be enhanced.

Survey of
Presidency
necessary before
deciding Location
of Technical
Schools and
Colleges.

8. **Technical High Schools, Polytechnics, Technological Institutes and Trade Schools**—The Committee is not in a position at present to visualise to what extent these institutions will be completely State-owned and State-managed and to what extent it will be necessary for the State to aid private institutions undertaking such work. Such aid to private institutions must be on a more generous scale than to the ordinary type of schools in view of the complexity of the training that will be needed and the heavier cost of the equipment and possibly of the establishment. It has been suggested that a survey should be made of the whole Presidency; and a concerted plan of locating additional schools, Polytechnics, Technological Institutes, etc., should be prepared. The question of Grant-in-aid for such institutions should also be considered afresh.

Appointment of a
University Grants
Committee by
Central
Government.

9. **Collegiate Education—Universities, University Colleges, affiliated and constituent Colleges of the Universities**—The question of grant for University education requires detailed consideration. Hitherto, grants have been given to Colleges, each College applying to the Director of Public Instruction according to the Grant-in-aid Code. There has not been that close co-operation and co-ordination which is desirable between the University and the Department of Public Instruction and the Colleges

concerned in the matter of grants. Grants to Universities have been from time to time given by the Provincial Government. The Central Government has, however, not been able to spare any grants for Universities in the Madras Presidency, while some of the Universities coming within the purview of the Centre have been receiving grants from time to time. The Committee notes that the Central Advisory Board of Education has recommended the constitution of a University Grants Committee. Such a Grants Committee is in existence in Great Britain and has been of the greatest help to Universities in planning out their future developments, in improving their buildings, hostels, playgrounds, laboratories, libraries and in securing fully qualified teachers for the Universities. In cases where Universities were of the affiliating type like the London University, the grants to the affiliated Colleges were distributed through the Universities and were based on the recommendations of the Universities concerned. The Committee feels that if the Central Government were to constitute a University Grants Committee, it should be on the basis on which the University Grants Committee of Great Britain has been constituted and is working. The Committee notes that this question was discussed at the Inter-University Board in 1943, when the Board passed the following resolution:—

“If under the scheme of educational development, the Central Government undertakes to make grants to Universities, a Central Grants Committee might be appointed, and its functions will be—

- (1) to assess and distribute grants from public funds to the Universities;
- (2) to examine and advise on all schemes of major development;
- (3) to visit the Universities once in five years and make recommendations, if any, to them;

It should consist of men of academic eminence and experience of University administration in India and will work, where necessary, through Provincial and Regional Sub-Committees, but any kind of control or inspection is not consistent with the dignity and autonomy of the Universities while the advice and co-operation of the Central Grants Committee will always be welcomed by the Universities.”

And Its Functions. 10. The Committee strongly endorses this valuable opinion and suggests that it would be more equitable for the Central Government to distribute its grants to all Universities and thereby help the Universities concerned to develop new branches of study, and to effect various improvements that are so urgently required. Grants could be given for the following among other objects:—

- (1) Improved pay of administration and of teachers;
- (2) Library;
- (3) Laboratory equipment;
- (4) Playgrounds and Physical activities;
- (5) Hostels, halls of residence and in general for the health and welfare of students and teachers;
- (6) Research and Post-Graduate studies in India and abroad;
- (7) Expansion of University education in such spheres where modern conditions require further expansion and the opening of new courses.

While such a Grants Committee may visit the Universities and advise them, the autonomy of all Universities should be recognised and perfect freedom for internal development should be given to them. The Committee is of opinion that the Central Grants Committee should have no concern with the grants given by Provincial Governments to Universities within the area. They may take note of such grants, but should not have any say in the matter of the award of such grants, which must be entirely a matter between the Universities and the Provincial Governments concerned.

Need also for appointment of Provincial Grants Committee.

11. **Provincial Grants Committee**—The Committee would strongly recommend the constitution of a Provincial Grants Committee for the purpose of allotting grants to the different Colleges and to all Provincial Universities under the jurisdiction of the Provincial Government. Such a Committee would be in a position to deal more directly with the needs of the Colleges and in close co-operation with the University, to advise the local Government as to the need for such grants. Grants could be given for objects similar to those suggested for the Central Grants Committee. It need hardly be emphasised

that improved pay of teachers would be one of the earliest objects to be kept in view in securing grants for the Colleges. The Committee is convinced that unless well-qualified teachers of experience are attracted to Colleges, particularly those teaching up to the First Grade and Honours standard, there will be considerable falling off, in course of time, in standards attained by the alumni of the University; nor can the Committee fail to emphasise the need for adequate assistance being available for research in the different College centres, both in the Pure and Applied Branches of Sciences and in Humanities.

CHAPTER XVI .

OTHER RECOMMENDATIONS.

1. **Moral and religious instruction in schools and colleges**—This is a very important and very complicated problem. Many aspects of the question have to be considered, particularly in a country like India where different forms of religion are practised and various interests have necessarily to be taken note of. The Committee frankly feels that the problem is so large that it could not be tackled by it alone, and is not therefore prepared to express an opinion.

**Moral and
Religious
Instruction.**

2. **Scholarships**—The Committee has already stated that the State should take the entire responsibility for the compulsory type of education of the pupils, and that in the various grades of higher education, liberal concessions should be given, as also scholarships awarded. It is recommended that the following types of scholarships and fee concessions should be available:—

**Scholarships and
Fee Concessions.**

- (a) Scholarships on the basis of poverty combined with merit;
- (b) Scholarships limited in number for outstanding merit and to encourage students of great promise to continue higher studies;
- (c) Scholarships for members of the Depressed Classes and for educationally backward communities which should be given at all stages of education;
- (d) Women should be eligible for some sort of concession in general and a number of free studentships or scholarships or half-fee concession

should be available to them, should they not be in a position through parental effort to continue their education;

- (e) Scholarships for persons from rural areas;
- (f) Scholarships to encourage a large number of qualified people to undergo training and eventually to be absorbed in the teaching profession;
- (g) Scholarships for post-graduates and for study overseas available both to recently passed-out students and to teachers in the different Colleges of the University.

The need for free education and generous scholarships in the earlier years to attract pupils to the Technical High Schools and to certain Polytechnics and Trade Schools has already been referred to.

**Procedure for
Selection of Text-
Books to be
changed.**

3. (i) **Publication of text-books**—The Committee considered the question of publication of text-books. At present text-books are too frequently changed and the cost of education is considerably enhanced by the number of text-books prescribed at different stages of a student's career. Nor can it be said that the prescription of text-books by managements is entirely free from other considerations. The Committee expressed its considered view that the selection of text-books by the Text-books Committee of Government requires some further consideration and that on the whole greater control and care were needed. A small number of text-books should be selected and no change should be made at frequent intervals. The period of five years for the prescription of text-books appears reasonable.

(ii) A suggestion that the State should issue text-books for the Primary and Secondary stages of education was considered. It was felt that this would probably reduce the cost of the text-books and that the profit so earned would be a valuable addition to the educational income of the State. The Committee, however, was, owing to a sharp difference of opinion, not able to reach a decision on the subject.

**Educational
Institutions to be
Rate and Tax
Free.**

4. **Exemption from rates and taxes**—The Committee strongly recommends that for all types of educational institutions, the Government should pass the necessary legislation to exempt such institutions from rates and taxes.

CHAPTER XVII

ADMINISTRATION.

1. In any scheme of post-war educational reconstruction, which envisages a large-scale development of educational institutions of diverse varieties, it is obvious that much thought requires to be bestowed on the administrative authority that should be responsible for the spread of education and for its orderly development. In the past, the responsibility has not been co-ordinated, with the result that not infrequently serious lapses have occurred in the administrative machinery, much to the detriment of teaching and of the teaching personnel. While local authorities should be encouraged to take interest in the spread of education, it has to be clearly realised that such educational authorities should work under the direction of a central authority and should be subject to control by that central authority. Bearing these points in view, it seems desirable that the administrative machinery should be revised on the following lines.

Control by a Central Authority necessary.

2. In every Province there should be a Minister of Education, whose duty will be

- (a) to look after the educational needs of the Presidency,
- (b) to promote the education of the people and the progressive development of institutions devoted to that purpose, and
- (c) to secure an effective execution of all schemes under his direction and supervision.

The above authority should be the Ministry of Education.

He should be in a position, if other authorities or bodies entrusted with educational activities are unwilling or recalcitrant, to order effectively the carrying out of the improvements suggested or the advances to be made, and *per contra* little in the way of improvements should be carried out by any authority, without his approval. This would imply the recognition of the principle that the public system of education, though administered locally, is the nation's concern, the full benefits of which should be equally available to all alike wherever their homes may be. The Minister of Education will thus have a direct responsibility and full control over all schemes of

**Minister of
Education - His
Powers and
Duties.**

education, so that he cannot put in the plea of divided responsibility before the Legislature, when confronted with defects in administration or failure of expansion of schemes of education in any area in the Presidency. The Ministry of Education, however, should be supported by other Ministers, who will have a voice in planning out certain branches of education.

**Council of
Ministers to
Co-ordinate
Education in
various spheres.**

3. At the Ministerial level, it is suggested that there should be a Council which should consist of the Minister of Education, the Minister of Finance, the Minister of Agriculture, the Minister of Health and the Minister in charge of Industries. When necessary this Council may co-opt other Ministers in discussing particular problems connected with education. The Committee attaches considerable importance to this Council being formed at the Ministerial level, as it happens not infrequently that proposals submitted by the Minister of Education are held up by one or other Department and finally are turned down by the Ministry of Finance, without realising the full implications of these proposals, and perhaps without having an opportunity of discussing them in Committee. It should not be possible for the Ministry of Finance to be the ultimate authority to decide whether a scheme of education should be given effect to or not.

**Department of
Public Education.**

4. Under the Ministry of Education, there should be created a Department of Public Education, which will embrace all types of education that will be given to the youth of the Province. The chief of this Department of Public Education will be the Director of Public Education, but the Committee suggests he should be in a position to get into contact with Heads of other Departments who have likewise an interest in the promotion of some form or other of technical or professional education.

**Advisory
Committee
of D.P.E. and
Directors of
other departments.**

5. At the Director's level, therefore, the Committee would suggest the formation of an Advisory Committee consisting of the Director of Public Education, the Director of Technical Education, the Director of Medical Services, the Director of Agriculture, the Director of Veterinary Services, the Director of Forestry, the Director of Industries and Commerce, such other Heads of Departments as may be concerned in particular types of education being co-opted

from time to time. Certain of the Heads of Departments concerned would naturally have more frequent contact with the Director of Public Education, than others, but the Committee envisages a close contact, co-operation and co-ordination of the activities of all these Departments in the field of Education. The Committee also suggests that the Director of Public Education should be kept informed of all schemes of education that have a bearing on his own particular schemes so that educational progress may be examined by him, if necessary, in consultation with other Departments. The Committee feels that lack of co-ordination in this respect is likely to prejudice the even spread of education and may even affect standards adversely.

6. It is obvious from the large schemes adumbrated that the Director of Public Education will require a great many technical advisers in his department, if the scheme is to work satisfactorily up to the end of the Secondary stage. Thus, there will be necessity for separate divisions in the Director's Office, each under the control of an experienced Deputy Director to look after the particular interests concerned. Such Deputy Directors may be needed for—

- (1) Primary Education, including Nursery schools;
- (2) Secondary Education including the compulsory period of education up to the Middle School standard;
- (3) Technical Education including Trade Schools and Technical High Schools;
- (4) Teachers' Training;
- (5) Women's Education;
- (6) Finance; and
- (7) Administration.

It may be necessary to have additional Deputy Directors with the expansion of the different types of education. It may also be that the whole area in the Province being too extensive for one Director to look after, senior Deputy Directors will have to be appointed for different zones to work under the Director.

(i) **Primary Education**—Under the Deputy Director, there will be necessity for a large inspecting

**Enlargement of
Department of
Public Education.**

**Inspectorate—
Remodelling of
same.**

agency to plan out, to supervise and to control effectively Primary Education. Emphasis has been laid on the fact that as this is compulsory, the responsibility of the State is increased to see that the education given is both sufficient and efficient. At present, the inspecting agencies have little time to bestow on instruction with regard to the better conduct of the classes. The area for each one of these inspecting officers should be smaller than at present. Every Inspector should visit a school at least twice during the academic year, and if it is taken into consideration that the number of working days for any school will not exceed 180 to 200, it is obvious that the maximum number of schools to be visited should not exceed 100 for each of these Inspectors. It should be the duty of the Inspector also to get into touch with the local population and, where it is feasible, to recommend the constitution of suitable advisory committees for advising the management in regard to Primary Schools. Such Advisory Committees however should have no authority to interfere with the managements of the schools concerned. One of the first duties of the Inspectors would be to plan out the location of schools in such a way that they are easily accessible to the pupils concerned. It has been recommended that mid-day meals and transport facilities and, in suitable cases, clothing and school accessories should be made available to the poorer sections. The Inspector will have enough work in regard to these details in addition to the inspection of the schools concerned. It should be his responsibility to see (1) that all such facilities are available to those who deserve them; (2) that the teachers of the schools have proper qualifications and are paid the salaries that are due to them and (3) that in general the management is in a position effectively to discharge its duties.

**Inspectorate of
Secondary
Education to be
Remodelled.**

(ii) **Secondary Education**—(a) Here also the Inspectorate will play a prominent part in the development of secondary education. At present for each District there is a District Educational Officer, whose duty it is to supervise, direct and advise on Secondary Education. In some cases, the areas are too big, in others the number of schools are too many for effective supervision. When a

large-scale expansion of Secondary Education takes place, as it is hoped it will, the question of increasing the numbers of the inspecting agency will have to be considered carefully.

(b) As regards Secondary Schools, the Committee recommends that the post of Inspectors or Inspectresses should be bifurcated—one post being held by a person dealing with the purely administrative side and another dealing with the academic side. Inspectors and Inspectresses should be drawn from Headmasters or Headmistresses of High Schools of experience, who should be required after a certain number of years in the Inspectorate to revert to their position as Headmasters or Headmistresses so that they may keep up-to-date with the new methods of teaching and training. It is suggested that the period may be five years. It is not desirable to have a separate grade of Inspectors who will for all time be Inspectors without the leavening of experience by actual practice as teachers or Headmasters. Reference has already been made to the need for grant of study-leave to enable teachers or inspectors to proceed to other centres in India or to foreign countries to study new methods of teaching. In course of time, it should be the endeavour of the Department of Public Education to see that the posts of Inspectors and of Headmasters or Headmistresses of High Schools are filled by persons with experience, possessing a higher degree such as the M. Ed., and if possible with research qualifications in education.

(c) Two types of inspecting agencies may also be required unless the same person can fulfil both duties, the agency for the Technical High Schools and the agency for the Preparatory High Schools. It has been suggested that in so far as the S.S.L.C. Board is concerned, changes are needed. The directions in which such changes should be made have already been explained. The Deputy Director in charge of Secondary Education should be the Secretary of the newly constituted Board, while the Director of Public Education will be the Chairman of such a Board. The duties concerned with the laying down of the syllabi will be that of the academic committee proposed, while Boards of Examiners will be constituted by the Executive Committee of the Secondary School Leaving Certificate Board.

**Bifurcation of
Post of Inspector
into Academic and
Administrative
sides.**

**New Inspectorate
for Technical
Education
Required.**

(iii) **Technical Education.**—Here much new ground has to be covered. The Deputy Director of Technical Education should have some technical assistants to plan out the scheme of expansion of Technical High Schools. It is for this purpose that it is suggested that in each inspecting agency of the Secondary Schools, two types of Inspecting Officers will be necessary, one of which will be specially qualified in technical education and will be conversant with the needs of a Technical High School. Much investigation will have to be done in this respect, while the syllabi and standards will have to be laid down in the early stages. The Deputy Director of Technical Education should be in close touch with the Directorate of Technical studies, which will be recommended later, and also with the Boards of Technical Education, Provincial and Central.

(iv) **Teachers' Training.**—(a) In the course of the discussion in the Committee it was stated that, at present, the training centres were being conducted in different areas, but that there was a lack of co-ordination, and of effective supervision over the training centres by properly qualified persons.

(b) It has been suggested that only two types of training should be instituted, one for the Primary classes and the other for the High Schools, known as the under-graduate and graduate training centres. There is great need for an urgent survey of the whole field and to open training institutions wherever they may be necessary with a view to providing a number of qualified teachers at as early a stage as possible for the schemes of post-war educational development. The advice of technical experts for training technical teachers will have to be obtained through the Director of Technical Education and through the Department of Industries and Commerce. The Deputy Director of Teachers' Training may also be in touch with the University type of education given to graduates so that as much co-ordination as possible may be established between the different types of training given to various individuals. He will also be in charge of the Central Training Council.

**Immediate Survey
of whole
Presidency to
locate Training
Colleges is
necessary.**

**Deputy Directress
for Women's
Education.**

(v) **Women's Education.**—It seems necessary taking into consideration the large expansion of women's education that will take place that there

should be a separate Deputy Directress in charge of women's education. In view of the recommendations of this Committee that co-education should be limited to Primary classes and the Degree and Professional courses of study, the number of girls' schools and women's colleges is bound to increase. It is very desirable that there should be a separate agency for dealing with women's education. At present a number of Inspectresses and Sub-Asst. Inspectresses inspect these girls' institutions. Their number will have to be increased and their jurisdiction limited for more effective supervision on the lines suggested for the Inspectorate of Primary and Secondary Schools. The system of physical education for girls also, being a specialised one, should be the direct concern of the Deputy Directress of women's education.

(vi) **Finance.**—With a view to examining all schemes submitted by the different Deputy Directors, it will be necessary for a separate agency to be established which will work in co-ordination with the Deputy Directors of the different branches concerned under the Director of Public Education. It has already been stated that there is need for a thorough remodelling of the Grant-in-aid Code and for setting up a permanent Advisory Committee to advise Government on the nature and extent to which financial help may be necessary in the case of the aided schools and colleges. The Deputy Director of Finance may be the Secretary of such an Advisory Committee, while the Director will be the Chairman of the Committee.

7. (i) It is presumed that so far as Collegiate education is concerned, it will continue to be the responsibility of the Director of Public Education as at present. His place on the Syndicates of the various Universities, as *ex-officio* member, would give him an inner knowledge of the working of the Universities and the trend of University thought in regard to Collegiate education. We hope that it will be possible for the Director to keep in close touch with these trends and advise Government from time to time as to the necessary changes required in the sphere of Collegiate education both of Government Colleges and Aided Colleges.

**Advisory
Committee for
Revising Grant-
in-Aid Code—
Deputy Director,
Finance, as
Secretary.**

**Collegiate
Education to be
Primary
Responsibility
of D. P. E.**

**Duties and
Responsibilities of
D. P. E. re:
Collegiate
Education.**

(ii) In particular, it is hoped that it will be possible for the Director, from his personal knowledge to advise Government in regard to grants to Colleges for various purposes, and as to scales of salaries, etc. It has been suggested that there should be a College Grants Committee which should be formed, whose advice would be of the greatest help to the Government. The Director of Public Education would obviously have an *ex-officio* place on such a Committee.

**Devolving of
Work on Regional
Deputy Directors.**

8. **Regional Centres**—In view of the very large expansion of education and the need for more direct touch with such educational institutions, the Committee feels that in course of time, it may be necessary to have four or five senior Deputy Directors in charge of particular areas in the Province who will under the direction of the Director carry out the policy of the Department and exercise such powers as may be delegated. When the scheme of technical and technological education spreads, the need for Deputy Directors of Technical and Technological education to supervise the institutions in the different areas may arise.

**Appointment of
Director of
Technical Studies.**

9. **Directorate of Technical Studies**—In view of the large expansion contemplated in Technical education and the starting of Technical High Schools, Polytechnics and Technological Institutes, there will be need for the creation of a Directorate of Technical studies. This Department should be under a Director of Technical studies, who will advise the Government and other agencies, on the starting of technical schools, Polytechnics and other institutes of Technology. He should be *ex-officio* a member of the Provincial and Central Technological Boards and should establish contacts with Industry and Commerce.

**Advisory
Committee on
Technical
Education.**

10. There should be established an Advisory Committee consisting of Technical experts, representatives of Commerce and Industry, the Director of Public Education or his Deputy and representatives of the University to advise the Universities, Governments and other managements on the technical aspects of education. Such a Committee would also serve to keep Industry and Commerce informed of the trends of technical education. The Director of

Technical Studies should be *ex-officio* a member of the Committee.

11. In this connection, the Committee would like to emphasise the need for the establishment of a well-equipped library consisting of books, periodicals and reports on educational problems and of modern trends in the field of Pedagogy. It is regrettable that at present few books are available on these subjects and many of the valuable publications of other countries are hard to obtain for the teaching profession in general and even for administrative Educational Officers. Such a Library could be in the Library of the Director's Office or in the University Library and be available to all. All publications of different countries in the sphere of education should be made available and teachers should be encouraged to consult such books. It would also be of advantage if a few of the more important publications could be made available, through the office of the District Educational Officers, to teachers within their respective areas.

Special Library
on Educational
Development and
Trend in Office of
D. P. E.

CONCLUSION

From the report that has been presented by the Committee, it will be obvious that only certain aspects of educational reconstruction have been touched on. The subject is vast and varied and the facilities at the disposal of the Committee did not permit of a detailed examination of some of these proposals and in particular their financial implications. In the course of the report it has been stated from time to time, that special committees may have to be appointed to deal with particular aspects of educational reconstruction referred to. The need for a close co-operation of the various bodies responsible for education in the Province need hardly be emphasised. The Committee hopes that in the light of the recommendations made herein it will be possible to implement some, at least, of the large schemes at as early a stage as possible.

In conclusion, the Committee desires to place on record its appreciation of the valuable services rendered by Mr. W. McLean, Registrar, who was present at all the Committee meetings and helped considerably in formulating this report.

Appreciation of
Services of Mr.
W. McLean.

SUMMARY OF RECOMMENDATIONS.

The recommendations made in the body of the report are summarised under the main headings. The Committee has stated that it was necessary to deal with all stages of education, if a comprehensive view of the problems had to be taken, but that it was desirable to confine the discussion to broad principles. It recommends the constitution of Special Committees to consider in detail certain of the recommendations made and in particular

- (1) a Committee to consider details regarding the scope and variety of subjects, syllabi, examinations, etc., for the Primary and Secondary stages;
- (2) A Committee to plan out the various types of schools, Polytechnics, etc., and their location.

The Committee recommends—

COMPULSORY EDUCATION

(1) That there should be free and compulsory education for all children for a period of eight years between the ages of 5/6 to 13/14.

(2) That in view, however, of facilities not being available in the shape of buildings and owing to lack of teaching personnel, compulsory education should be introduced immediately in the Primary stage—for the age-period 5/6 to 10/11; and that it should be extended to the Middle School stage—10/11 to 13/14 as soon as possible.

PRIMARY SCHOOLS.

(3) That there should be only two types of schools in future, Primary Schools and Secondary Schools; and that Higher Elementary Schools should be closed down or expanded as Secondary Schools.

(4) That Primary Schools should be located in all villages with a population of 1000 and centrally between groups of villages within easy access to the children.

(5) That the children attending these schools be provided with one free meal, transport facilities where necessary, books, slates, etc., and clothing for the very poor.

(6) That such schools be largely staffed by qualified women teachers.

(7) That to facilitate the employment of women teachers and the enforcement of compulsion, (a) the working of schools in shifts and (b) the recruitment of part-time in addition to full-time teachers be encouraged.

(8) That whatever the agency recognised to implement the scheme of compulsory education, the State should shoulder the entire responsibility.

(9) That while such agencies which have and are in charge of efficiently conducted schools should be encouraged, the State should

- (a) assume control of institutions managed by individuals or teacher-managers;
- (b) take over other institutions inefficiently conducted;
- (c) exercise proper supervision and control over institutions managed by Local Bodies and other agencies and assume control if at any time the need arises; and
- (d) where other agencies have not stepped in, should start new institutions to meet the educational needs of the areas concerned.

(10) That the State should see that the buildings, playgrounds and other amenities are suitable for such a school and that qualified teachers are employed and they are guaranteed and paid adequate salaries.

PRE-PRIMARY EDUCATION— NURSERY SCHOOLS.

(11) That Nursery Schools conducted on efficient lines are very useful for children between the ages of 2 and 5 *plus*.

(12) That in view however of the lack of qualified staff and possible financial difficulties, such Nursery Schools should, for the present, be opened in industrial areas and in large centres preferably in the poorer and working class localities.

(13) That the establishment of Nursery Schools on a voluntary basis be encouraged by the State.

(14) That while the age period at such schools would usually be 2—5 years, children who are not

fit to enter Primary Schools be retained till the age of 6.

(15) That children at such schools be given milk and food and facilities for play and recreation.

SECONDARY EDUCATION.

(16) That Secondary Education should extend to a period of six years, the first three years being of the Middle School stage and the next three years being of the High School stage.

(17) That as soon as possible the period of compulsory education be extended to the Middle School stage.

(18) That at the High School stage, there be two types of schools—the Preparatory School and the Technical School—the former preparing generally for University entrance and the latter for Polytechnics or Technological Institutions, if necessary.

(19) That there should be no public or selection examination to enable a pupil to gain admission from the Primary to the Secondary School.

(20) That admission should be based on the school record, the report of the Headmaster of the Primary School and such tests as may be given by the Headmaster of the High (or Middle) School concerned.

(21) That the course prescribed for the first three Forms of the High School (i.e. the Middle School stage) should be more or less common to all, subject to such slight alterations as local conditions may necessitate or make it desirable.

(22) That the medium of instruction should be the mother-tongue and that a second language—preferably English—be compulsory.

(23) That physical training and training in some craft be compulsory and that medical inspection and care of the pupils be obligatory.

(24) That the training imparted at this stage should be such as (a) to round off the education enabling the pupil to become literate permanently and to develop his talents later, (b) to enable the pupil to pursue his studies at the High School either in the Preparatory or Technical School, (c) to join a trade school and fit himself for a particular vocation.

HIGH SCHOOL EDUCATION.

(25) That admission to the High School should not be regulated by a public or selection examination but should be broadly on the basis suggested for entrance to the Middle School; that the wishes of the parents should be taken into consideration but that the final decision should rest with the Headmaster of the High School.

(26) That there should be facilities for a pupil who has joined a Preparatory or a Technical High School to change over to the other on the recommendation of the Headmaster or at the request of the pupil or parent and that a further study for a period not exceeding one year be prescribed if necessary for this purpose.

(27) That instruction in Preparatory schools should be in six at least of the subjects chosen from a list, and in Technical schools in 3 compulsory general subjects in addition to the Technical subject or subjects, the medium of instruction being the mother-tongue, while English would be among the compulsory subjects.

(28) That in the Preparatory Schools, a handicraft and physical training should be compulsory while in Technical Schools, there should be, besides the technical subjects, some academic subjects taught which should have a bearing on the study of the technical subject chosen, and be taught with an emphasis on its applied aspect.

LOCATION OF HIGH SCHOOLS, ETC.

(29) That in the location of High Schools (or Middle Schools) it be an accepted principle that such schools should, as far as possible, be located in rural areas and so conveniently situated that the pupils could attend the schools while living with their parents.

(30) That, where necessary, transport facilities should be available to enable them to do so; that the schools should also work in shift; that provision should be made for one meal at least during school hours.

(31) That for the few who may not find it possible so to attend schools, accommodation should

be provided in hostels run on the house or cottage system with a resident warden.

(32) That the Preparatory and Technical High Schools should preferably be located in the same building or at least in the same campus.

(33) That the size of the classes in High Schools should not exceed thirty, one teacher being responsible for the discipline, conduct and welfare of the pupils of each class; that the total strength in a school should ordinarily not exceed 600, and that the maximum permissible be 1000.

(34) That if the strength exceeds 600, there should, besides the Headmaster, be an Assistant Headmaster for every 250 pupils or less in excess of 600.

ENCOURAGEMENT OF TECHNICAL HIGH SCHOOLS.

(35) That with a view to encouraging technical education and attracting pupils of promise, (a) opportunities for further study should be available for the brighter boys; (b) facilities to change over from the Preparatory to Technical High School and *vice versa* should be given; (c) Technical education should for some years be free and there should be liberal provision of scholarships and free studentships; and (d) both types of schools should be in the same building or campus.

RECRUITMENT TO GOVT. SERVICE.

(36) That the present system of recruitment to Government service should be suitably modified, in course of time.

(37) That recruitment to certain posts like junior clerkships should be from those who have finished their High School education; that the age limit be lowered to about 16 for this purpose.

(38) That persons so selected should be trained in institutions owned or aided by Government for a further period of two or more years, the training being so based as to qualify them fully to discharge their duties efficiently, on entry to Government service.

(39) That such selected pupils be given a stipend during the course of training.

(40) That, in general, the recruitment to the public services should, subject to conditions already in vogue, be improved on the lines suggested in the report of the last Royal Commission on Public Services in Britain.

TRADE SCHOOLS.

(41) That institutions, known as Trade schools, be set up by Government, where pupils who have studied up to the Middle School stage would be trained for some trade.

(42) That such instruction be for a period of two or three years.

(43) That such institutions should, wherever possible, be located in conjunction with Technical High Schools.

(44) That provision should be made for separate Trade Schools for girls.

HIGHER EDUCATION.

(45) That higher education should be available to pupils who wish to pursue their studies after the High School stage.

(46) That this should be either through the Universities or Technical or Technological institutions or Polytechnics.

(47) That such Polytechnics should be either (a) State-owned, (b) State-aided, or (c) Privately managed.

(48) That the above institutions should be effectively supervised by Provincial Boards of Technology.

(49) That these Provincial Boards should have representatives of Trade, Industry and Commerce, representatives of Universities, of the Technological Institutions and of the Departments of Education, Industries and Commerce.

(50) That Provincial Boards should work in close co-operation with the All-India Technological Board, which would co-ordinate, help and advise technical education in general.

UNIVERSITY EDUCATION.

(51) That, in the opinion of the Committee, the overcrowding of the Universities was due to lack of provision for other forms of education at the

High School stage and later; that the system of recruitment to Government service was also responsible; that the lack of opportunity for young men of promise in Industries, Trade and Commerce and in the Armed Forces of the country hitherto and in such subsidiary avocations connected therewith left no alternative to the young student; and that the State should henceforth shoulder the responsibility for providing such diverse courses and such openings for young men.

(52) That in view of the present condition of High Schools, it is not desirable to reduce the period of study for the Degree course at the University from four years, as at present, to three years.

(53) That entrance to most of the professional courses for a Degree should be, as at present, a pass in the Intermediate examination in Arts and Science.

(54) That the entrance to the University should, in view of the suggested changes at the High School stage and for other reasons stated, continue to be the S. S. L. C. or Matriculation.

(55) That the present S. S. L. C. Board should, however, be reconstituted, and that there should be three bodies responsible for Secondary Education—
 (a) an Executive Committee with representatives of the Universities, Headmasters, and of the Department of Public Education; (b) an academic body consisting of not more than three experts for each of the main subjects; and (c) an examining body, nominated by the Executive Committee on which no member of the Executive should serve.

(56) That diversified courses of study should be introduced in the University from time to time, taking note of the growing needs of industry, agriculture, trade and commerce and that modern trends in higher education in other countries should be studied and taken note of by the Boards of Studies in framing the syllabi or in planning out new courses.

(57) That the study of the fundamental sciences and humanities should always be kept in view and encouraged in all schemes of expansion.

(58) That an effective tutorial system should be introduced, and that provision of hostels sufficient

for the needs of the colleges and constructed as small blocks to accommodate 40 students with a resident warden should be made.

(59) That there should be restriction in the size of classes, that the total-strength of a College should be fixed taking into consideration the courses provided, number of teachers available, accommodation in the class rooms, hostels, and playgrounds; that Colleges should be so distributed that all areas in the province are served and no town is overcrowded and that these aspects of the question could be reviewed best by the Madras University General Inspection Commission.

RESEARCH.

(60) That research should form an integral part of the activities of all colleges (First Grade, Honours and Professional) and such research activities should be reported in the annual reports of all colleges.

(61) That, with a view to fostering research in Colleges, the Committee recommends increase in the strength of the staff, lesser number of hours of actual teaching, financial grants from the State and the establishment of studentships, fellowships and some permanent research posts.

(62) That, besides fundamental research, the research carried on in Colleges should be co-ordinated with the needs of Industry or Commerce in the locality.

(63) That in framing the syllabi, particularly for Honours courses, the Boards of Studies should explore the possibility of so framing the courses of study as to foster and stimulate research, while the Colleges should of their own accord so guide the studies through study groups and associations that a spirit of research is ingrained in the students.

(64) That the Departments of the University should establish a close liaison with the research activities of Colleges and should through their departmental activities interest the senior students and encourage them to follow the research work at the University.

PROFESSIONAL EDUCATION.

(65) That opportunities for higher studies and for specialisation in different branches in the various professions are very limited, and should be increased.

(66) That specialisation, post-graduate studies and refresher courses should be fostered; and, where necessary higher Degrees and Diplomas should be instituted to stimulate higher study.

(67) That in view of the paucity of well-qualified teachers to undertake teaching in the specialities and higher courses of study, a large number of young men and women should be sent to foreign countries for specialised studies, during the next five to ten years.

(68) That a Committee should be constituted to survey the whole field of professional studies and to suggest the lines on which higher studies and research should be encouraged.

WOMEN'S EDUCATION.

(69) That the importance of encouraging women's education should be stressed in view of (a) the influence for good in the home and the general stimulus it will give to the spread of literacy and higher education; (b) the need for a very large number of educated women required for post-war schemes, particularly professions like teaching, medicine, nursing, etc.

(70) That co-education should be permitted in the primary stage of education and in the Degree and Professional courses, but that it is not desirable in the High School and Intermediate stages of education.

(71) That separate girls' schools and colleges should be established, which should provide adequate scope and suitable atmosphere for free physical and social activities, and for the development of aesthetic sense.

(72) That hostel accommodation for students not residing with their parents, should be provided and that such hostels should be under the direct supervision of women teachers, who should preferably be senior members of the staff.

(73) That in co-educational institutions teaching for Degree courses, a certain proportion of the senior members of the staff should be suitably qualified women teachers.

(74) That there is need for special and diversified courses of study for women, both in the High Schools and Colleges; and such courses should be designed to permit of a wide field of choice for women students.

(75) That it is desirable that all girl students in the High Schools and College classes should be given instruction in such subjects as Hygiene, the care of the household, mother-craft and the care of the child, as part of the compulsory courses of study, by specially qualified and competent teachers, but that such subjects need not form subjects of examination.

(76) That an Advisory Board for Women's education, with a predominant number of women representatives be constituted to advise from time to time on all problems pertaining to women's education.

EDUCATION OF DEPRESSED CLASSES AND BACKWARD COMMUNITIES AND EDUCATION IN BACKWARD AREAS.

(77) That it is the duty of the State to encourage Secondary and Higher education of these classes and in these areas, and for this purpose, special facilities should be made available such as free education, supply of accessories; and for some poverty-stricken communities among the depressed classes and hill tribes and in backward tracts, monetary grants in the shape of scholarships, free boarding and lodging, etc., should be given.

(78) That special steps should be taken and as soon as possible in this direction, if only to make good the neglect, in the past by the State, of these classes.

ADULT EDUCATION.

(79) That Adult Education should include (a) an adult literacy campaign, and (b) education of adult literates so as to equip them with modern knowledge in various spheres.

(80) That with a view to training teachers for the Adult literacy campaign, schools should be established where short-term courses will be given to prospective teachers.

(81) That schools for adult illiterates in rural and urban areas should be opened, evening classes being held preferably; special attractions in the shape of certificates and prizes should be provided and means should be formulated to improve the position of those who become literate.

(82) That for the effective training of illiterate adults, lectures, printed material, charts and diagrams, radio, exhibitions, excursions and films of educational value might be used with advantage, and the teachers trained in the use of such adjuncts.

(83) That such teachers should be entertained on a part-time basis and the services of those specially successful suitably recognised.

(84) That the Committee is not in favour of the use of the Roman script for this purpose.

(85) That Universities could play a useful part (a) in the campaign against adult illiteracy by training teachers and by the publication of suitable literature; and (b) in the education of adult literates by establishing University Extension Boards, extra-mural departments, etc.

(86) That the scope and value of libraries in any campaign for literacy can hardly be exaggerated and that with a view to initiating young children into the reading habit, suitable books must be published in the languages and made available in such libraries.

(87) That the financing of any large scheme of adult education should necessarily be the responsibility of the State.

PHYSICAL EDUCATION, MEDICAL INSPECTION, ETC.

(88) That Physical Education and Medical care should be an essential part of education.

(89) That adequate playgrounds, depending on the number of pupils, proper supervision and direction of games by duly qualified physical instructors

with a knowledge of hygiene, physiology and nutrition should be available in all schools and colleges.

(90) That particularly in schools, Primary and Secondary, the teachers should be encouraged to take part in games with the boys and girls and help the physical director or directress.

(91) That there should be constituted a Supervising agency for regulating, directing and emphasising the need for physical education in schools.

(92) That the above remarks apply in essentials to Colleges and that an Advisory Board of Physical Education should be constituted in the University.

(93) That for proper medical inspection and care and to maintain a close and continuous record of the health of the children, a regular school medical service by the State with small school clinics and dispensaries under the control of medical staff should be established.

(94) That the State should provide special schools for the mental and physical defectives.

(95) That Colleges which have on their rolls a strength of 750 and over, should have a medical officer permanently on the staff, to look after the students and the inmates of the attached hostels, to organise first aid ambulance corps and to supervise the general sanitation of the College and associated hostels and other buildings.

(96) That Co-operative Medical Stores be established, wherever possible, in relation to a college or groups of colleges and that medicines and appliances such as tonics, spectacles, etc., should be available to students at cheap rates.

(97) That social welfare movements should be fostered by the staff in all Colleges and such organisations as University Settlements, social service leagues, night schools, adult education centres, rural relief excursions and similar activities should be encouraged.

(98) That the U. O. T. C. should be expanded so that an opportunity to join the Corps is available to students of all Colleges, recruitment being on a voluntary basis; while in schools Boy Scout, Girl

Guide, Junior Red Cross, Bratachari, and similar movements should be fostered and encouraged.

TEACHERS AND TRAINING OF TEACHERS.

(99) That in view of the large number of qualified teachers needed for implementing all post-war schemes of educational expansion, the Committee recommends:—

- (i) That the recruitment should be broad-based and such recruitment may also be on a part-time basis;
- (ii) That the pay and conditions of service should be improved on the lines indicated;
- (iii) That the training of teachers for the Primary and Secondary schools should be radically improved, and in the place of the existing training schools, there be only two categories of training institutions, namely, (a) Undergraduate training schools for the training of teachers for the Nursery schools and Primary schools, and (b) graduate training institutions for Secondary schools;
- (iv) That in the case of the former admission should be open to—
 - (a) those who have been declared eligible in the S. S. L. C. or are Matriculates;
 - (b) those who have taken part of the S. S. L. C. course and show evidence of having subsequently improved their knowledge; and
 - (c) suitable demobilised soldiers;
 a year's additional training being given if necessary to the latter categories, while the normal period would be two years.

(100) That there should be a Central Training Council to advise the Department of Public Education, regarding extension of training institutions, their organisation in different areas, the methods of training, admission of students and other conditions conducive to the enrolment of large numbers of teachers and their efficient training.

(101) That while it is desirable that the University should undertake responsibility for undergraduate training also and award diplomas to such teachers, it is not practicable at present; that the

University should however have a close liaison with the Central Training Council.

(102) That the whole question of reorganising graduate training on modern lines should be referred to the Board of Studies in Teaching.

(103) That the training given to all grades of teachers should be such that it will include some mastery of the language used for teaching, a sound training in the fundamental principles of teaching and competence in the art of teaching.

(104) That the training in the art of teaching is best given through

(a) practical training given in model schools and in certain of the schools in the area around the training centre under supervision by teachers of the training centre; and

(b) continuous teaching practice given in selected schools under control of experienced teachers.

(105) That provision for subsidiary courses, such as training in Arts and Crafts, Social service organisations such as Rural Uplift work, Adult Education, Rural Sanitation, Boy Scout and Girl Guide movements, should be available for the teachers to take as optional courses, while Hygiene and Physical Education should form a compulsory part of every teacher's training.

(106) That newly qualified teachers should be given an opportunity of a year's probationary period of service; and refresher courses at periodic intervals should be available to all teachers.

(107) That hostel accommodation and stipends are necessary to attract sufficient numbers to the teaching profession.

(108) That the Committee endorses the recommendation of the Central Advisory Board regarding the scales of salaries suggested for teachers of various grades.

(109) That other facilities be made available to teachers, such as study leave, foreign study, cheap holiday resorts, etc.

(110) That for technical schools, teachers should similarly be qualified in methods of teaching and in the speciality and that such training may be given in common centres for both types of teachers.

(111) That such teachers may be entertained on a part-time or full-time basis and that they should work so as to establish close co-operation between technical schools and Industry and Commerce.

(112) That the salary offered to such teachers should be on a par with that offered for similarly qualified persons in Industry and Commerce.

(113) That the Committee agrees with the Central Advisory Board as regards the scales of pay suggested for such teachers.

(114) That it is desirable to set up a small Standing Committee composed of representatives of the teachers of Technical schools of Industry and Trade to review the training given and to make proposals for such changes as may be needed and to facilitate the periodic return of technical teachers to Industry and Commerce.

FINANCE

(115) That the State should be responsible entirely for compulsory education (Primary and Middle School for the present) and should to a large extent shoulder the responsibility for Secondary education, Technical and Technological education, and to support adequately the University. It should also be responsible for increased provision of teachers for adequate scales of salary, for libraries, laboratories, for post-graduate education and research, study leave and foreign scholarships.

(116) That instead of the present practice of a permissive legislation to enable local bodies to levy an educational cess, the State should take the sole responsibility for the uniform levy and collection of any such cess throughout the Presidency.

(117) That the present Grant-in-aid Code should be revised to meet the modern requirements of education and that for this purpose a special expert Committee should be constituted, which should

also consider the grant-in-aid system, if any, to Technical and Trade schools and Polytechnics.

(118) That a Provincial Grants Committee should be constituted for recommending grants to University Colleges, such grants being distributed through the Universities.

(119) That the Committee endorses the resolution of the Inter-University Board regarding the constitution and functions of the University Grants Committee, which is to be constituted by the Central Government and urges that such a Committee should work on lines similar to those adopted by the University Grants Committee of Great Britain.

OTHER RECOMMENDATIONS

(120) **Religious education**—That in view of the intricacy of the problems arising and taking into consideration the many points of view prevalent in this country, the Committee was unable to arrive at any definite conclusions and decided not to express any opinion on the subject.

(121) **Scholarships**—That scholarships of the different categories mentioned, for study in schools, and colleges and for foreign study, should be available.

(122) **Text-books**—That the selection of text-books for pupils by the Text-books Committee needs revision, that greater care and control is needed and that text-books selected and prescribed should not be changed frequently but should be in use for a period of five years.

(123) **Rates and taxes**—That all educational institutions should be exempt from rates and taxes and that the Government should introduce the necessary legislation for this purpose.

ADMINISTRATION

(124) That for the efficient administration of the Department and for the execution of the post-war plans of educational development there should be a Minister of Education responsible for the educational development, whose duty it will be to promote education in general, to foster the progressive

development of institutions, and the effective execution of schemes and for proper direction and supervision.

(125) That at the Ministerial level, a Committee of Ministers be constituted, consisting of the Minister in charge of Education who will be the Chairman, and the Ministers in charge of Agriculture, Industries, Health and Finance, with power to co-opt other Ministers when necessary to consider particular educational problems. Such a Ministerial Committee should be in a position to push through important schemes of education without any hitch from Finance.

(126) That there should be created a Department of Public Education which will embrace all forms of education.

(127) That at the Departmental level, there should be an Advisory Committee with the Director of Public Education as Chairman and the Directors of ancillary departments, such as Veterinary Science, Agriculture, Forestry, Medical Service, Industries and Commerce, as members for co-ordination of all educational efforts in the academic, technical and professional spheres.

(128) That the Director of Public Education should be assisted in the discharge of his duties by Deputy Directors who will be experts in the various branches of education, such as Primary, Secondary, Technical Education, Women's Education, Teachers' Training, Finance and Administration.

(129) That in view of the large area involved, Deputy Directors may be appointed for the different zones to whom certain duties will be assigned and certain functions delegated.

(130) That the Inspectorate should be drafted from Headmasters or Headmistresses or from experienced teachers of standing, who should be seconded for a term of five years. That for secondary schools there should be two types of Inspectors, one to supervise the academic activities of the schools, the other to inspect and report on the administrative side of the school. That such Inspectors should, in course of time, be persons holding the Higher Degree in Teaching.

(131) That a Directorate of Technical Studies should be created for effective organisation, supervision and control of Technical studies and the Directorate should be in charge of a Director of Technical Education, well-qualified and having practical experience of Technical education and industry.

(132) That there should be constituted a Provincial Board of Technical Education to advise on all matters pertaining to Technical Education.

(133) That such a Board and the Directorate of Technical Education should work in close co-operation with the Department of Public Education and with the All-India Technological Board to be constituted by the Central Government.

(134) That there should be established a well-equipped Central Library containing books, periodicals, reports and other publications on educational problems and of modern trends in the field of education in various countries for the benefit of educationists, administrators and the public; and that smaller libraries of a similar nature should be opened at all District centres for the benefit of the teachers of the locality.

University Buildings, Chepauk, Madras. 4th July 1945.	}	A. L. MUDALIAR, <i>Vice-Chancellor</i> (Chairman). WILLIAM McLEAN, <i>Registrar</i> (Secretary).
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