

# ESTIMATES COMMITTEE

## 1957-58

### NINTH REPORT

(SECOND LOK SABHA)

**MINISTRY OF EDUCATION AND SCIENTIFIC  
RESEARCH**

**SECONDARY EDUCATION**



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

to

### NINTH REPORT OF THE ESTIMATES COMMITTEE ON THE MINISTRY OF EDUCATION AND SCIENTIFIC RESEARCH SECONDARY EDUCATION.

Contents page (ii) v F (c) *read* 'assistance' *for* 'assistace'

Page 2 Para 6, line 8. *read* 'curriculum' *for* 'curriculum'

Page 9. Para 21(ii) lines 6, 7. *read* 'Board of Secondary Education'  
*for* 'Secondary Board of Education'

Page 10 para 22 line 3. *read* 'exercise' *for* 'exercised'

Page 14 para 28, line 10 *add* 'after another and.' *read*  
*All for all*

Page 15. para 30 line 32 *read* 'principle' *for* 'principal'

Page 17 para 34 line 2. *read* 'subjects' *for* 'subject'

Page 25 para 52 line 1, *read* 'seminar' *for* 'seminar'

Page 41. para 105. line 5. *add* 'after Departments'

Page 50. para 136. line 5. *delete* 'after views'

Page 61. Appendix II(viii) line 2. *read* 'Authority' *for*  
'Authority'

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Page 61. Appendix II (ix). line 1. *read* 'Controlling' for  
'Co trolling'

Page 63. Appendix III(b) (i). line 3. *read* 'for' for 'to'

Page 64. Appendix III. 3(a). line 4. *read* 'Education' for  
'Education'

Page 75. Appendix VIII. Category B. line 2. *read* 'from' for  
'rom'

Page 79. Appendix IX. S.No 4. line 1. *read* 'Ministry' for  
'Ministry'

Page 84. Appendix IX. S.No 25. line 3. *read* 'assessment' for  
'assessment'

# CONTENTS

	PAGES
Composition . . . . .	IV
Introduction . . . . .	V
I. INTRODUCTORY . . . . .	1—4
II. CENTRE'S ROLE IN THE RECONSTRUCTION OF SECONDARY EDUCATION :—	5—14
A. Introduction . . . . .	5
B. Financial Assistance . . . . .	6—8
C. Secondary Education in the Union Territories. . . . .	8—13
D. Central Board of Secondary Education, Ajmer . . . . .	13—14
III. MULTI-PURPOSE AND HIGHER SECONDARY SCHOOLS :—	15—20
A. Conversion of High Schools into Multi-purpose schools . . . . .	15—19
(a) Introduction . . . . .	15—16
(b) Progress in the establishment of Multi-purpose Schools. . . . .	16—18
(c) Teachers for Multi-purpose Schools . . . . .	18—19
B. Conversion of High Schools into Higher Secondary Schools . . . . .	19—20
(a) Introduction . . . . .	19
(b) Progress in establishment of Higher Secondary Schools . . . . .	19—20
IV. ALL INDIA COUNCIL FOR SECONDARY EDUCATION :—	21—24
A. Introduction . . . . .	21
B. Functions and composition of the A.I.C.S.E. . . . .	21—24
(a) Activities, scope and functions . . . . .	21—22
(b) Constitution . . . . .	22—24
V. SOME MEASURES TO IMPROVE SECONDARY EDUCATION :—	25—43
A. Seminars and workshops . . . . .	25—27
B. Extension Services in Training Colleges . . . . .	27—31
(a) Introduction . . . . .	27—28
(b) Achievements . . . . .	28—29
(c) Modus Operandi . . . . .	29
(d) T.C.M. Assistance . . . . .	29
(e) Evaluation of work . . . . .	29—30
(f) Co-ordination of efforts . . . . .	30—31
C. Teaching of Science . . . . .	31—36
(a) Introduction . . . . .	31—32
(b) Science Teachers' Projects . . . . .	32
(c) Seminar on teaching of Science . . . . .	32
(d) Appointment of a Science Committee . . . . .	33
(e) Establishment of Science Clubs . . . . .	33—34
(f) Manufacture of Scientific Instruments . . . . .	34
(g) All India Science Teachers' Association . . . . .	35—36

	PAGES
D. Research in problems connected with Secondary Education . . . . .	36—38
(a) Introduction . . . . .	36-37
(b) Research Projects . . . . .	37-38
E. Reform in examination system . . . . .	38-39
F. Educational and Vocational Guidance . . . . .	39—43
(a) Introduction . . . . .	39-40
(b) Central Bureau of Educational and Vocational Guidance . . . . .	40—42
(c) Central assistance to States and voluntary organisations . . . . .	42
(d) Assistance received from abroad. . . . .	43
VI. CENTRAL INSTITUTE OF EDUCATION :—	44—48
A. Introduction . . . . .	44
B. Functions . . . . .	44-45
(a) Teaching . . . . .	44
(b) Research . . . . .	44
(c) Extension Services . . . . .	45
C. Services Rendered . . . . .	45-46
D. Expenditure . . . . .	46—48
VII. MISCELLANEOUS :—	49—58
A. Public Schools . . . . .	49—53
B. Promotion of Gandhian Teachings. . . . .	53—55
C. Construction of Hostels for Secondary Schools . . . . .	55-56
D. Girls' Education at Secondary stage . . . . .	56
E. Training of teachers for Secondary Schools . . . . .	56-57
F. Revision of Educational Codes . . . . .	57-58
G. Corporal Punishment in Secondary Schools] . . . . .	58

## APPENDICES

I. Statement showing the amount of assistance given to the States by the Central Government under the scheme of reconstruction of Secondary Education during the years 1954-55, 1955-56, 1956-57 and the amount earmarked for 1957-58 . . . . .	59-60
II. Composition functions and powers of the reconstituted Central Board of Secondary Education, Amritsar . . . . .	61-62
III. A note on the recommendations made, action taken and expenses incurred on the seminars on (i) the teaching of science, (ii) educational administration and (iii) the teaching of social studies held at Taradvi (Simla), Srinagar and Saidapet (Madras) respectively. . . . .	63-64
IV. Statement showing the details about the educational seminars held by the Ministry of Education during the last three years.. . . .	65—67
V. Statement showing the details of the 24 research projects approved during the year 1956-57 . . . . .	68—70
VI. List of non-official organisations which have set up guidance bureaux and the grants sanctioned to each during the last three years . . . . .	71

	<b>PAGES</b>
<b>VII. Statement showing the number of candidates who appeared for the written test for merit scholarships in Public Schools and the number of candidates called for interview during the last three years. . . .</b>	<b>72—74</b>
<b>VIII. Statement showing the avocation and also the income groups of parents of students in receipt of merit scholarships in Public Schools . . . .</b>	<b>75—77 .</b>
<b>IX. Statement showing summary of conclusions/recommendations . . . .</b>	<b>78—90</b>

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1957-58

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## INTRODUCTION

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

2. The Committee wish to express their thanks to the Secretary and other Officers of the Ministry of Education and Scientific Research for placing before them the material and information that they wanted in connection with the examination of the estimates. They also wish to express their thanks to Shrimati Hansa Mehta, Vice-Chancellor, Baroda University and Shri M. T. Vyas, Principal, New Era School, Bombay for giving their evidence and making valuable suggestions to the Committee.

BALVANTRAY G. MEHTA,

NEW DELHI ;  
*The 13th March, 1958.*

*Chairman,  
Estimates Committee.*



## SECONDARY EDUCATION

### I. INTRODUCTORY

Secondary education is the central link in the chain of education. It holds the links of both primary and university education on either side. An unsatisfactory and weak system of secondary education, therefore, means an unsatisfactory and weak system of primary and university education. It is at this stage that the boys and girls are prepared for higher education in universities and, in itself, it marks the end of education for a large number of pupils. It should, therefore, be a stage complete in itself catering to the needs of children with different aptitudes and tastes. It should prepare pupils not only for higher education but should also equip them for different avocations according to the needs of the country, ready to enter the field of life immediately after it, if they so desire. The standard of training given to the students at this stage should be such as would make them fit for self-education during their remaining period of life. Unfortunately, however, the growth of secondary education in this country in the past has been haphazard and unsatisfactory, mainly due to the political decision of the British Government to use English as the language of their Government in India, resulting in more emphasis on purely academic education through English at the cost of healthy all-round development of the students.

2. The administrative need of the alien Government in India at the beginning of the nineteenth century, was to have more Indians educated in English who could act as interpreters between the rulers and the ruled and who could fit in the office jobs of the British rulers. Lord Macaulay's famous minute on the educational policy to be followed in India bears ample testimony to this fact. Lord William Bentinck's Government made this policy crystal clear in their *communique* which reads as under:—

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

3. As a result, therefore, secondary schools and colleges teaching European literature and science grew up very fast in the middle of the nineteenth century and became very popular. The Proclamation issued by Lord Hardinge in 1844 that for services in public offices, preference should be given to those who are educated in English schools gave added support to the growth of secondary schools as education imparted in such schools was a sort of pass-port for entrance into Government services.

4. Thus, the secondary schools started by the British Government in India were mainly with the purpose of turning out clerks to fill their office jobs and not for giving education. The standard of achievement, therefore, on the practical side of education was very poor. Whatever the students learnt in their schools was forgotten soon after their leaving the schools. This legacy of the past still persists and some of the existing defects in the present day secondary schools can well be traced to their origin in the policy pursued by the then British rulers.

5. A number of Commissions and Committees beginning from the Hunter Commission in 1882 gave thought to the problems of secondary education but much could not be achieved by way of reconstruction of the prevailing system of secondary education which has long been overdue. After Independence, in 1947, one of the most pressing problems in the field of education which faced the country was the task of proper re-orientation of secondary education. The Central Advisory Board of Education recommended in January, 1948 that a Commission be appointed to examine the prevailing system of secondary education in the country and suggest measures for its reorganisation and improvement. The Government of India, accordingly appointed a Secondary Education Commission under the Chairmanship of Dr. A. L. Mudaliar with the following terms of reference:—

- (a) to enquire into and report on the present position of secondary education in India in all its aspects; and
- (b) to suggest measures for its reorganisation and improvement with particular reference to:—
  - (i) the aims, organisation and content of secondary education;
  - (ii) its relationship to primary, basic and higher education;
  - (iii) the inter-relation of secondary schools of different types; and
  - (iv) other allied problems;

so that a sound and reasonably uniform system of secondary education suited to our needs and resources may be provided for the whole country.

6. This Commission submitted its report for the reorganisation and improvement of secondary education in August, 1953 after a comprehensive survey of the entire field of secondary education in the country. The Commission specially focussed attention on the basic shortcomings and defects of the existing system of secondary education in the following terms:

*"Firstly, the education given in our schools is isolated from life—the curriculum as formulated and as presented through the traditional methods of teaching does not give the students insight into the every day world in*

which they are living. When they pass out of school they feel ill adjusted and cannot take their place confidently and competently in the community. Unless the school is itself organised as a community and is in vital *rapproch* with outside community life, this situation cannot be remedied. *Secondly*, it is narrow and one-sided and fails to train the whole personality of the student. For many decades, it has provided only academic instruction which meant teaching him a certain number of subjects which either gave information which the adults considered useful or trained him in certain skills like reading and writing. The 'non-cognitive' aspects of his personality—his practical aptitudes, his emotions, his appreciation, his tests—were largely ignored. Recently, games, crafts and certain types of social activities have been given a place in the school programme, but they are still not regarded as an integral part of the curriculum. On the whole, it is still true that our education caters only to a segment of the student's whole personality. *Thirdly*, until comparatively recently, English was both the medium of instruction and a compulsory subject of study. Students who did not possess special linguistic ability were therefore greatly handicapped in their studies. If a student did not fare well in English he could neither pass the School Final Examination nor find any post in Government Service. The other subjects, which were psychologically and socially important or congenial, were not given greater attention. *Fourthly*, the methods of teaching generally practised failed to develop in the students either independence of thought or initiative in action. They stressed competitive success rather than the joy of co-operative achievement. It is a matter of common complaint that lessons are imparted in a mechanical way giving information which is reluctantly memorized by the students. *Fifthly*, the increase in the size of classes has considerably reduced personal contact between teachers and pupils. Thus the training of character and inculcation of proper discipline have been seriously undermined. The situation has been further aggravated by the fact that the average efficiency of the teachers has deteriorated; their economic difficulties and lack of social prestige have tended to create in them a sense of frustration. Unless something is done quickly to increase their efficiency and give them a feeling of contentment and a sense of their own worth, they will not be able to pull their full weight.

*Finally*, the dead weight of the examination has tended to curb the teachers' initiative, to stereotype the curriculum, to promote mechanical and lifeless methods of

teaching, to discourage all spirit of experimentation and to place the stress on wrong or unimportant things in education."

7. The Commission recommended various bold and farsighted measures like establishment of multi-purpose schools, improvement of teaching and school libraries, training of teachers, introduction of crafts in middle schools and conversion of high schools into higher secondary schools by increasing the duration of secondary stage by one year to give a new orientation to secondary education as a whole. The Committee propose to deal with these various aspects of secondary education in this Report.

## II. CENTRE'S ROLE IN THE RECONSTRUCTION OF SECONDARY EDUCATION

### A. Introduction

8. The Ministry of Education informed the Committee that one of the most important educational programmes initiated by the Ministry of Education during the last three or four years related to the reconstruction of secondary education on the lines of the recommendations of the Secondary Education Commission. As secondary education was a State subject, the principal responsibility for implementing the recommendations of the Secondary Education Commission was that of the States and, therefore, the recommendations of the Commission were duly referred to the State Governments for information and necessary action. But as there were a number of important recommendations which had financial implications of a sizeable order, it was considered necessary by the Central Government to assist the State Governments as well as the authorities in a liberal manner. The recommendations of the Commission were first singled out with the assistance of a Special Implementation Committee appointed by the Chairman of the Central Advisory Board of Education in 1953 and those were later used by the Ministry as a basis for formulating a number of schemes to be liberally assisted by the Centre. These are:—

- (1) establishment of multi-purpose schools by the introduction of diversified subjects in the school curriculum;
- (2) improvement of teaching in existing schools—particularly for improving the teaching of science, social studies and of crafts—at the rate of Rs. 15,000 per school;
- (3) improvement of school libraries at the rate of Rs. 2,500 per library if the library belongs to an ordinary school and at the rate of Rs. 5,000 if it belongs to a multi-purpose school;
- (4) introduction of craft in middle schools at the rate of Rs. 3,000 non-recurring and Rs. 4,500 recurring per school; and
- (5) training of teachers—particularly for crafts and practical subjects—at the rate of Rs. 60,000 non-recurring and Rs. 20,000 recurring per school for every institution which undertook to train teachers for practical subjects.

### **B. Financial Assistance**

9. In the First Plan, the various schemes under which Central assistance was given included the following:—

- (1) Conversion of existing high schools into multi-purpose schools by the introduction of diversified courses.
- (2) Improvement of facilities for teaching in the schools.
- (3) Teaching of science.
- (4) Improvement of school libraries.
- (5) Introduction of craft in middle schools.
- (6) Training of teachers.

10. During 1954-55, a total assistance of about Rs. 2 crores was given to the States for conversion of 151 selected high schools into multi-purpose schools. The total amount of assistance given in 1955-56 was about Rs. 2.24 crores to cover 319 multi-purpose schools. State-wise break up of the assistance given to States in 1954-55, 1955-56, 1956-57 and the amount earmarked for 1957-58 is given at Appendix I. In addition to the above amount, a sum of Rs. 1.94 lakhs during 1954-55 and Rs. 69,300 during 1955-56 was released to the Ramakrishna Vidyalyaya, Coimbatore. The above grants were sanctioned to the State Governments on the basis of 66 per cent of the total non-recurring expenditure and 25 per cent of the recurring expenditure. The balance of 34 per cent and 75 per cent respectively was either borne by the State Governments or the non-Government institutions to whom the grants were disbursed by the State Government concerned.

11. During the Second Plan, the scope of Central assistance was further widened to cover any additional proposals included by the State Governments in their approved programmes in accordance with the recommendations of the Secondary Education Commission. For these proposals Central assistance was made available at the rate of 50% both for non-recurring and recurring expenditure. Further, the Central assistance had also been made available during the Second Plan at the rate of 60% for the conversion of high schools into higher secondary schools by increasing the duration of secondary stage by one year in addition to the assistance for the schemes undertaken during the First Plan. The total provision in the Second Plan for secondary education sector was Rs. 51 crores.

12. In addition, the Central Government had sanctioned grants to the extent of Rs. 13.13 lakhs to voluntary institutions in the field of secondary education during 1956-57. The budget provision for similar grants during 1957-58 was Rs. 15 lakhs. The applications for grants to voluntary institutions were entertained through the State Governments except in case of institutions of all-India character, and the recommendation of the State Government concerned was the main

criterion for sanction of grant to such institutions. The Central Government met 66% of non-recurring and 50% of recurring expenditure in 1956-57 and from 1957-58, the Central Government would share both non-recurring and recurring expenditure at a uniform rate of 50 per cent.

13. During 1956-57, a total grant of Rs. 3.5 crores was sanctioned to the various States as shown in Appendix I.

14. The amount of Central assistance earmarked for the State Governments during 1957-58 in respect of schemes relating to secondary education was about Rs. 3.71 crores as given in Appendix I.

15. The Ministry informed the Committee that Central grants were calculated on the basis of the ratios notified to the States in respect of various specified schemes. The schemes approved for Central assistance were generally those which dealt with important aspects of secondary education like conversion of schools into multi-purpose type and higher secondary schools and for which the States could not be expected to shoulder the entire responsibility by themselves. A State provision to earn Central assistance must be included in the approved programmes of the State Government for the year to which the grant related. Progress reports were called for every year and were examined with a view to finding out and assessing the targets achieved. The All India Council for Secondary Education, with a specialist staff of "field observers", also helped in the evaluation of the schemes implemented by the States. Further, the States were also asked to make a qualitative assessment of the schemes relating to the reconstruction of secondary education. Some States had set up statistical and planning units of their own for that purpose and such States were given financial assistance at the rate of 50 per cent of the approved cost of such units.

16. Regarding reasons why no grant was given to the States of Uttar Pradesh, Mysore, Jammu and Kashmir and Laccadive, Minicoy and Amindive Islands for reconstruction of secondary education during the years 1954-55 and 1955-56 in the First Plan period, the Ministry informed that no grant was given to the State of Uttar Pradesh as the Government of Uttar Pradesh did not agree to adopt the revised pattern of secondary education. A grant of Rs. 5.52 lakhs was sanctioned to the State of Mysore but that had to be cancelled as the State Government could not implement the scheme. So far as the State of Jammu and Kashmir was concerned, no proposals were received from the State Government and so no grant was sanctioned.

17. Regarding the Laccadive, Minicoy and Amindive Islands, the question of any Central grant did not arise as the entire expenditure of these Islands was met from the Consolidated Fund of India.

18. Regarding the role of the Central Ministry of Education in the field of reconstruction of secondary education, the representative of the Ministry informed the Committee that it was mainly advisory.

The Ministry advised the States in all matters pertaining to secondary education, sanctioned grants to State Governments for its development and co-ordinated the various activities by pooling the thoughts and ideas. Further, the Ministry conducted experiments and collected information from abroad and processed the advice or assistance thus received. In the field of training of teachers, the Ministry had established 53 Extension Service Departments in various training colleges and conducted a number of Seminars and Workshops for the benefit of teachers and inspecting officials through the All India Council for Secondary Education. In short, a new pattern of secondary education was put before all the State Governments with 8 years' integrated course at the base and three years' course at the higher secondary stage (followed by three years' course at the university stage).

19. The Committee have already dealt with, in general, the question of regulation of financial assistance by the Centre to State Governments and the voluntary institutions in the field of education in paras 54—60 of their first report on the Ministry of Education. *The Ministry should, however, see that the pace of progress in the field of reconstruction of secondary education is uniformly ensured in all the States, especially in those areas which were lagging behind.*

### C. Secondary Education in the Union Territories

20. During 1956-57, an amount of Rs. 54,745 was sanctioned only to the Tripura Administration for the reconstruction of secondary education.

The budget provision for 1957-58 for secondary education in Union Territories and the revised estimates for the same year are as under:—

	(Rs. in lakhs).	
	Budget provision	Revised Estimates
Delhi	115.60	107.04
Himachal Pradesh	15.69	7.98
Tripura	14.32	19.02
Manipur	3.19	3.33
Andaman and Nicobar Islands	0.79	0.82
Laccadive, Minicoy and Amindive Islands	—	—

In addition to the above, provision has also been made for development schemes included in the Second Five Year Plan which includes schemes relating to secondary education also.



21. The organisation of secondary education differs in different territories as given below:—

(i) *Laccadive, Minicoy and Amindive Islands.*—There are no secondary schools in these islands.

(ii) *Andaman and Nicobar Islands.*—The Chief Commissioner is the Administrative Head of the Education Department. The Education Advisory Committee and the High Schools Managing Committee each with 8 members including officials and non-officials advise him on educational matters. The Department follows in these islands the Education Code, Rules and Regulations of the Secondary Board of Education, West Bengal which conducts the school final examination. There were 42 high schools in these islands in 1956-57 with 3,434 students.

(iii) *Tripura.*—The organisation of secondary education is vested with the Education Directorate and there is no other administrative or advisory body in the field of secondary education. There were 117 secondary schools in 1956-57 with 19,364 students on roll in 1955-56. The West Bengal Educational Code is followed and the West Bengal Board of Secondary Education conducts the final examination through the local Education Directorate.

(iv) *Manipur.*—There is no Directorate of Education in Manipur and the functions of the Directorate are carried on by the local administration. There are two advisory bodies (a) Text Book Committee for the selection of books for classes upto VIII standard. (b) Governing Body of D.M. College. It has been decided that schools upto secondary stage, will be transferred to the Manipur Territorial Council according to the Territorial Councils Act, 1956. There will be one Principal Officer of Education who will work under the Chief Executive Officer and Chairman of the Territorial Council. At present there is no separate Educational Code for Manipur and the Assam Education Department Rules and Orders are followed. The examinations for matriculation and above are conducted by the Gauhati University to which the schools and colleges are affiliated. There were 32 high schools in 1956 with 13,208 students. The expenditure incurred in 1956-57 was Rs. 81,707.

(v) *Himachal Pradesh.*—The ultimate powers over Education Department are vested in the I.t. Governor who is assisted by a Secretary (Education) under him. There is provision for a Director of Education but that post has been vacant for the last five years and a Deputy Director (scale 270-750-Class II) is working as the Head with certain restricted powers. To assist the Deputy Director there is an Assistant Director, a Planning and Development Officer and an Audio-Visual Education Officer all in the same grade (Rs. 250-750). From 15th August, 1957 the position has changed consequent on the formation of the Territorial Council as the subject of education upto secondary stage has been transferred and placed

under a Principal Education Officer appointed by the Council. There is no Advisory body with people's representatives except the various Committees like Departmental Promotion Committee, Text Book Committee, Audio-Visual Education Board and the State N.C.C. Advisory Committee with specific functions. There is no separate Educational Code but the Punjab Education Department Code is generally followed. The Matriculation and Intermediate examinations are conducted by the Punjab University. There were 45 high schools in 1956-57 with 20,927 students on roll. The expenditure incurred on secondary education in that year was Rs. 13,70,518.

(vi) *Delhi*.—The inspection, direction and control of education upto higher secondary stage is the responsibility of the Directorate under a Director of Education. The Director of Education acts as the adviser on education to the Chief Commissioner, Delhi, through the Chief Secretary, Delhi Administration who holds the portfolio of Education. The Director is assisted by a Deputy Director, Administrative Officer, Accounts Officer, Assistant Directress of Education, Assistant Director of Education (Social), Assistant Director of Education (Planning) and two District Inspectors of Schools for urban and rural areas. The Director of Education is also *ex-officio* Chairman of the Board of Higher Secondary Education, Delhi. There is an Advisory Board of Social Education, a Text Book Committee and an Advisory Board on Basic Education. There is no separate Educational Code but the Punjab Code is applied. The examinations upto higher secondary stage are conducted by the Board of Higher Secondary Education, Delhi. There were 165 high and higher secondary schools in 1956-57 with 1,49,272 students. The expenditure incurred was Rs. 87,89,290.

22. The Committee desired to know as to whom the educational administration of the Union Territories was entrusted and what control did the Ministry of Education and the Home Ministry exercised in the matter. The representative of the Ministry informed the Committee that the educational administration of the Union Territories was vested in the Chief Commissioner/Lt. Governor concerned. The Ministry of Education was concerned with subjects like creation of posts, fixation of scales of pay etc., and this was done in consultation with the Home Ministry. There was no direct control exercised by the Ministry of Education. The representative further amplified that the Home Ministry was the Ministry concerned for dealing with all problems in Union Territories and the administrative Ministries like, Education, Health, Industries, etc. gave the necessary technical advice to the Home Ministry and the local administration. For the future, the Home Ministry was setting up an Advisory Committee on which would be represented various interests concerned, including the representatives of Centrally administered areas. It will deal with the various problems put up to it by the Home Ministry. There was also a proposal to have an

inter-ministerial discussion with the representatives of the various Ministries on the problems of the Centrally administered areas.

23. A Sub-Committee of the Estimates Committee which visited various educational institutions in and nearabout Delhi and the office of the Education Directorate, Delhi noticed the following main defects in the educational administration:—

- (a) The procedure for sanctioning grants was not expeditious with the result that in certain cases, voluntary institutions, duly recognised by the Directorate, did not receive grants for years and the teachers in such institutions could not be paid in time. It was also complained by some institutions that the Education Directorate was sanctioning grants after deducting the amount collected as donation for purposes of strengthening the staff.
- (b) The procedure of issuing sanctions for teachers was very cumbersome and involved a good deal of time-lag between the sanctioning of a post and its actual filling up with the result that the studies of the students suffered specially of those in science groups.
- (c) The Director did not have enough powers in matters like temporary appointment or transfer of teachers and for sanctioning grants to schools.
- (d) There was no provision of leave reserve even for lady teachers going on maternity leave.
- (e) The work load of the inspecting staff was very high with the result that certain schools remained uninspected for years.
- (f) A large number of schools were run in tents where children were exposed to the extremities of the weather and consequently their health and studies suffered.
- (g) Most of the newly opened schools suffered from want of furniture and equipment specially science apparatus.

24. The Committee understand that most of the present difficulties in the matter of educational administration in the Union Territories were due to the fact that there were four hurdles to cross viz., the Ministry of Home Affairs, the Chief Commissioner, the Chief Secretary and lastly, the Director of Education. *The Committee make the following recommendations in this regard:—*

- (a) *The existing procedure for sanctioning grants should be so modified that the voluntary institutions, duly recognised for grant-in-aid by the Directorate, receive the grants in time.*
- (b) *For sanctioning of staff for Government and private aided schools a simpler formula should be evolved whereby for additional intake the sanction for staff follows*

*automatically and that the Government aid to such institutions is based on the approved strength of staff and the approved items of amenities.*

- (c) *While assessing the amount for grant-in-aid to voluntary institutions, the Education Directorate should consider the feasibility of exempting funds raised by them through private donations for providing additional facilities in cultural and scientific subjects not included in the ordinary curriculum.*
- (d) *The feasibility of starting short term courses for untrained teachers should be examined.*
- (e) *The question of delegating some powers to the Director to appoint teachers for a period of 2 to 3 months from an approved panel may be given earnest consideration as this would go a long way in removing the present difficulties.*
- (f) *There should be a certain quota of teachers fixed as leave reserve including lady teachers proceeding on maternity leave.*
- (g) *The question of the work load of inspecting staff should be examined in detail by a suitably constituted departmental committee and a proper revised quota laid down to ensure regular and intensive inspection of all schools.*
- (h) *In the future programme of construction of school buildings in the Capital, priority should be given to providing pucca inexpensive type of buildings to schools which are at present housed in tents.*
- (i) *The provision for furniture and equipment should be determined according to the number of students in a school every year and financial allocation for additional requirements should be made in the school budget accordingly.*

*25. The Committee note that there is wide disparity in the administration of secondary education in the Union Territories and that wherever there is a Director of Education, he functions under the control of the Secretary (Education) of the Administration. The Committee would suggest that the administrative set-up in the entire field of education in the Union Territories should be reviewed in the light of the recommendations pertaining to Boards of Secondary Education made by the Secondary Education Commission, with a view to importing reasonable uniformity and expediting educational reconstruction on the accepted lines. The Committee are of the opinion that the progress of education in the Union Territories should be such as can be held out as an example to the States.*

*26. The representative of the Ministry informed the Committee that the view of the Ministry of Education had for long been that*

generally the Director of Education and the Education Secretary of the State should be the same person so as to facilitate expeditious disposal of cases and avoid delay which was otherwise inevitable. In other words, a person with the qualifications of an Educational Adviser should be in charge of the Education Department and he should also act as the Secretary of the Ministry. *The Committee suggest that the Ministry's proposal to combine the functions of the Director of Education and the Education Secretary of the Administration in one person should be tried in Delhi and, if found conducive to efficient working, the principle should be extended to other territories also. Further, the Committee would recommend that the Home Ministry should delegate all powers in the field of education in the Union Territories to the Ministry of Education in so far as the responsibility for the guidance and general supervision of the educational administration is concerned.*

#### **D. Central Board of Secondary Education, Ajmer**

27. The Ministry informed the Committee that in order to raise the standard of secondary education in the country, to carry out reforms in the system of examinations and to meet the needs of students whose parents have to move from one State to another, it was resolved to reconstitute the Central Board of Secondary Education, Ajmer. The Board would conduct a common all-India Higher Secondary School Examination for candidates belonging to any State in the Indian Union. The Educational Adviser to the Government of India would be the controlling authority of the Board. The composition and powers of the reconstituted Board are briefly indicated in Appendix II.

28. The representative of the Ministry stated that the main function of the old Ajmer Board was to conduct Matriculation and Intermediate Examinations in the erstwhile States of Ajmer, Bhopal and Vindhya Pradesh. It also offered examination facilities to private candidates under certain conditions. That work would continue upto the next year and the old Board would continue in an attenuated form attending to the needs of private candidates pending its reconstitution. The idea of reconstituting the old Central Board of Secondary Education, Ajmer arose out of the fact that there was a floating population of children in view of the transfers of officers. Such children faced great difficulties when they went to a different State due to change in syllabus of the schools and so in order to alleviate their difficulties, the idea was mooted that there should be an examination to cater for the needs of such children. Further, the Ministry had been advocating various kinds of measures for the reform of examinations. In the past it used to be treated only as an academic question and the Ministry was not in a position to implement many of the recommendations made. During the last three or four years the Ministry had been able to give much more serious consideration to that problem and through the All-India

Council for Secondary Education had devised certain methods which would improve the system of examinations. It was, therefore proposed to try to implement the recommendations for the reform of examinations through the Central Board of Secondary Education in Centrally administered areas and in States which had not sufficient number of high schools and multi-purpose schools for an independent examination Board. Besides, there were a number of schools in the country of an all India character which desired to teach through Hindi or English and to accommodate the children of Government officers who migrated from one State to another all-India institutions of that kind and the institutions of the type of Senior Cambridge and Public schools which were willing to take the higher secondary examination would all be served through the agency of the reconstituted Central Board of Secondary Education which, in the long run, would assume the functions which were at present performed by the Senior Cambridge Examination. The constitution of the new Board had already been decided and the only difficulty was to get a suitable Chairman to run the Board. It was expected that the first examination under the new Board would be held in 1960. The Board would prescribe the curriculum and text-books like all other examinations and its standard would be the standard of higher secondary.

29. *The Committee suggest that the feasibility of entrusting this work to the All India Council for Secondary Education should be examined. The Committee would further suggest that efforts should be made to hold an examination of an all-India character through the agency of this Board which should be equivalent to the existing Senior Cambridge Examination.*

### III. MULTIPURPOSE AND HIGHER SECONDARY SCHOOLS

#### A. Conversion of High Schools into Multipurpose Schools

##### (a) *Introduction*

30. The need for diversification of courses in secondary schools was stressed by the Secondary Education Commission in the following terms:

"In view of the fact that education up to the age of 14 has been made free and compulsory under the Constitution, students with a very wide variety of talents will be seeking education in future. This postulates that our secondary schools should no longer be 'single-track' institutions but should offer a diversity of educational programmes calculated to meet varying aptitudes, interests and talents which come into prominence towards the end of the period of compulsory education. They should provide more comprehensive courses which will include both general and vocational subjects and pupils should have an opportunity to choose from them according to their needs. It is necessary to point out clearly that this diversification of courses and the introduction of many practical subjects at the secondary stage does not mean that something called 'general' or 'cultural' education is to be provided for one group of students, while others are to be given a narrow 'practical' or 'vocational' or 'technical' education. The whole modern approach to this question is based on the insight that the intellectual and cultural development of different individuals takes place best through a variety of media, that the book or the study of traditional academic subjects is not the only door to the education of the personality and that, in the case of many—perhaps a majority—of the children, practical work intelligently organized can unlock their latent energies much more successfully than the traditional subjects which address themselves only to the mind or, worse still, the memory. If this principal is clearly understood by educationists, they will see to it that these various courses are accorded priority of esteem and students are helped to select them with due regard to their natural interests and talents. In view of the fact that they have all to be trained in certain basic ideas, attitudes and appreciations, which are essential for playing the role of intelligent citizens in a democracy, there should be a certain common

core of subjects of general value and utility which all students may study. But the wise teacher should realize that the other special practical subjects can also contribute, provided they are rightly taught, to the all-round education of the students, making them productive, co-operative, well-balanced and useful members of society."

31. In pursuance of the recommendation of the Commission to introduce diversified courses, the Ministry suggested that in addition to the corecurriculum which would include languages, social studies, general science and one compulsory craft, a child should opt for one of the following diversified courses:—

- (a) Science
- (b) Technical subjects
- (c) Commerce
- (d) Agriculture
- (e) Fine Arts
- (f) Home Science
- (g) Humanities

32. The schools where provision for instruction in diversified subjects is made are known as multipurpose schools. One of the main considerations underlying the provision of practical subjects is that a large number of students who now proceed to the university after the secondary stage will be able to enter life as skilled workers to earn their livelihood.

*(b) Progress in the establishment of multipurpose schools*

33. The Ministry informed the Committee that in the First Plan, assistance was given to the State Governments for the conversion of 470 schools out of 10,761 traditional high schools into multipurpose schools with the following courses:—

	<i>No. of courses</i>
(a) Science	229
(b) Technical	213
(c) Commerce	172
(d) Agriculture	158
(e) Fine Arts	71
(f) Home Science	101
<b>TOTAL</b>	<b>944</b>

34. As against this, 367 multipurpose schools had been established upto the end of 1955-56. During the Second Plan the assistance for conversion of schools into multipurpose schools was being continued



and the number of schools to be converted into multipurpose schools with diversified subject was estimated at 937. Against this the number of multipurpose schools set up upto March, 1957 stood at 575 distributed as under:—

	<i>No. of Multipurpose schools</i>
1. Uttar Pradesh	26*
2. Rajasthan	34
3. Assam	15
4. Bihar	25
5. Jammu & Kashmir	9
6. Bombay	128
7. Mysore	18
8. Madras	89
9. Andhra Pradesh	41
10. West Bengal	171
11. Tripura	2
12. Madhya Pradesh	17
<b>TOTAL</b>	<b>575</b>

35. *The Committee regret to note the lack of progress in the Union territories in this respect and hope that the matter will be given the attention it deserves in future.*

36. *The Committee feel that the number of schools to be converted into multipurpose schools during the Second Plan is too inadequate to meet the educational needs of the country. They, therefore, suggest that the position should be reviewed by the Ministry in consultation with the State Governments to accelerate the pace of conversion. One of the Sub-Committees of the Estimates Committee during their visits to some higher secondary schools in Delhi, were informed by the authorities of a school that they would be in a position to convert their school into a multipurpose one, if the usual assistance was given to them. The Committee suggest that all well-established institutions which are in a position to be converted into multipurpose schools, should be encouraged and induced to take this step.*

37. During the course of discussion, the representative of the Ministry was frank enough to admit that he was not sure whether all the recently converted multipurpose schools had the necessary

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\*The multipurpose schools converted by U.P. Government do not necessarily conform to the pattern laid down by the Education Ministry.

resources both in personnel and equipment and so he could not categorically say that the Ministry was satisfied with the progress made so far. He further added that quantitatively speaking he was satisfied in that the funds provided were largely utilised, but qualitatively a great deal had to be done. *The Committee suggest that the Ministry should undertake a field survey to evaluate the working of the multipurpose schools so that the existing drawbacks can be studied and remedial action taken.*

38. From the list of 575 high schools already converted into multipurpose schools, the Committee observe that 388 are located only in three States namely Bombay, West Bengal and Madras which means that the progress has been very uneven in the different States. The Committee consider this as unfortunate. *The Committee would suggest that the Ministry should help the States to prepare a phased programme for the establishment of multipurpose schools. In this connection, the Committee reiterate the recommendation of the All India Council for Secondary Education made in their fifth meeting that the State Governments may be invited to set up at least two or three model multipurpose schools in each State where several of the practical courses contemplated in the scheme of multipurpose schools could be provided. Such schools would not only serve the needs of differing aptitudes of pupils but also as models for other institutions offering such courses.*

39. *The Committee suggest that the question of keeping track of students passing out of the multipurpose schools should be tackled satisfactorily with a view to finding out how far the objectives for which these schools were set up had been achieved.*

#### *(c) Teachers for Multipurpose Schools*

40. The representative of the Ministry, while explaining the steps taken to overcome the shortage of trained teachers for practical subjects in multipurpose schools, informed the Committee that apart from the usual training that was being provided in various training colleges, the All India Council for Secondary Education had organised a number of seminar-cum-training courses where teachers were trained for new subjects. Such courses were already organised in Agriculture, Commerce, Domestic Science and Technology for a duration of five weeks each. Further, the Central Institute of Education was expanding its scope to provide training in new subjects like Commerce, General Science and Biology and as soon as necessary accommodation was available, it would provide training in technical subjects also. The State Governments were also requested to expand their post-graduate training colleges so as to provide training in those subjects and for that purpose the Centre had agreed to give financial assistance to the extent of 60 per cent.

41. *The Committee appreciate the steps taken by the Ministry to overcome the shortage of trained teachers for multipurpose schools but they apprehend that these steps would not be sufficient*

*to meet the shortage. They, therefore, suggest that a scientific assessment of the requirements of trained teachers for the higher secondary and multipurpose schools should be made without delay. Thereafter, the Ministry should explore all avenues for increasing the supply of suitable teachers by adding to the number of existing training institutions, by introducing shift system wherever feasible, by adding an extra wing in the existing institutions, by expanding considerably the seminar-cum-training courses in practical subjects and lastly, if need be, by importing a few experienced technicians from outside and putting them in charge of special courses that are going to be introduced.*

*42. The Committee are further of the view that suitable scheme might be prepared for the training of teachers for multipurpose technical schools, on the lines of the Teachers' Training Scheme worked out by the Department of Scientific and Technical Education for training of teachers for engineering and technical institutions.*

## **B. Conversion of High Schools into Higher Secondary Schools**

### *(a) Introduction*

*43. The Secondary Education Commission recommended abolition of the present intermediate stage in colleges, increase in the period of secondary education by one year, and introduction of a three years' degree course at the university stage. This recommendation is in keeping with the view of the University Education Commission, that secondary education was the weakest link in the education machinery and needed urgent reforms. It suggested that the standard of admission to university courses should correspond to that of the present Intermediate examination i.e., after 12 years of study. In order to remove the existing defects, the Central Advisory Board of Education and the Conference of Vice-Chancellors recommended a pattern of education which would comprise:—*

- (a) Eight years of integrated elementary (basic) education;*
- (b) Three years of higher secondary education with a marked diversification of courses; and*
- (c) Three years of university education.*

*This means that one year of the Intermediate stage is to be added to the secondary education and another to the university education. The proposed change in the existing pattern of education, therefore, needs conversion of existing high schools into higher secondary schools with three years' higher secondary education after middle or senior basic stage.*

### *(b) Progress in establishment of Higher Secondary Schools*

*44. The scheme of converting high schools into higher secondary schools by increasing the duration of secondary stage by one year was*

taken up by the Ministry in the Second Plan and Central assistance at the rate of 60% had been made available for that purpose to the State Governments. During 1955-56, there were about 10,761 ordinary high schools and 77 higher secondary schools. The target for the Second Plan is conversion of 1,187 high schools into higher secondary schools of non-multipurpose type.

45. The representative of the Ministry further informed the Committee that during 1956-57, 109 high schools were converted into higher secondary schools. During the First Plan, there was no Central scheme for conversion of high schools into higher secondary schools but some State Governments did convert some high schools into higher secondary schools on their own without any Central assistance. The representative further added that Uttar Pradesh and Bombay were the two States which had not agreed to add a year more to secondary stage. In some States, there was already a 11-year course, that is 7 plus 4 and the State Governments had promised that they would make it 8 plus 3 as in the rest of the country.

46. In view of the serious defects of the traditional type of secondary education pointed out by the Secondary Education Commission, *the Committee recommend that the opening of traditional types of new high schools should be discouraged. At the proposed rate of conversion of the ordinary high schools into higher secondary schools, it would take approximately 50 years to complete the conversion—a situation which cannot be viewed with equanimity. The Committee would, therefore, suggest that the position should be reviewed by the Education Ministry, in consultation with the State Governments and a revised programme of conversion chalked out to ensure that the new generation gets secondary education suitable to the needs of the country.*

## IV. ALL INDIA COUNCIL FOR SECONDARY EDUCATION

### A. Introduction

47. The Secondary Education Commission which reported on the present position of secondary education in the country in all its aspects suggested a number of measures for its reorganisation and improvement. In accordance with the recommendations of the Commission, the Ministry of Education drew up a number of educational schemes directed towards such improvement. As the implementation of the Ministry's programme of reforming secondary education progressed, a number of organisational, educational and administrative problems came up and so the need for setting up a small body of experts to tackle those problems and review from time to time the progress made in that field was increasingly felt. The Government of India, therefore, set up the All India Council for Secondary Education in 1955 to serve as an expert body for advising the Central and State Governments about the improvement and expansion of secondary education and to assist the Government in the implementation of the recommendations of the Secondary Education Commission. The Ford Foundation allotted a sum of \$22,500 for that purpose. The various projects in the field of secondary education such as seminars, workshops, extension service departments etc. which were previously handled by the Ministry were transferred to the Council.

### B. Functions and composition of the All India Council for Secondary Education

#### (a) *Activities, scope and functions*

48. The scope and functions of the Council are as under:

- (a) The Council will review the progress of secondary education throughout the country and serve as an expert body to advise the State and the Central Governments about improvement and expansion of secondary education in all its phases.
- (b) It will examine and appraise proposals in this behalf referred to it by the Government of India and the State Governments and assist in the implementation of approved programmes.
- (c) It will initiate proposals for the improvement of secondary education in the light of the experience gained

and within the ambit of the decisions taken by the Government of India from time to time.

- (d) The Council may encourage research in problems relating to secondary education in all its aspects.
- (e) It may appoint *ad hoc* committees to assist it in the attainment of any of its objectives.
- (f) The Council will take all necessary executive action in the matter of deciding on the grants to be made to institutions participating in its projects and making funds available for the purpose.
- (g) Government of India may, from time to time, make grants to the All India Council for Secondary Education on requests made by the Council for carrying out its functions and activities as aforesaid.
- (h) The Council may, for the purpose of enabling it to discharge its functions efficiently, appoint such number of officers and other employees on such terms and conditions of service as may be determined by it but not more liberal than those obtaining in the Government of India for similar officers subject to the general financial limits in the budget imposed by the Central Government.
- (i) It will also maintain a nucleus of specialists in various fields of secondary education and thus increase, through membership of its staff, the number of Indian educationists who have had experience in the analysis and solution of problems of secondary education on an all-India basis.

#### (b) Constitution

The Council shall consist of:

- (i) Chairman—Educational Adviser to the Government of India.
- (ii) Additional Secretary, Ministry of Education.
- (iii) Three members of the Central Advisory Board of Education.
- (iv) Six members of the State Education Departments.
- (v) Six educationists to be nominated by the Chairman.
- (vi) One representative of the Principals of training colleges.
- (vii) One member of the All India Council for Technical Education to be nominated by the Council.

- (viii) One member of the Inter-University Board to be nominated by the Board from amongst the representatives of Universities in India.
- (ix) One representative of the Ministry of Community Development.

The head of the Secondary Education Division of the Ministry will act as Secretary to the Council.

49. The Committee desired to know whether it would be advantageous to make the All India Council for Secondary Education a statutory body with executive functions on the lines of the University Grants Commission. The representative of the Ministry stated that the All India Council for Secondary Education was envisaged purely as a technical body consisting of people who had first hand experience and knowledge about the problems of secondary education. They had no funds of their own which they could distribute to other people and so the question of utilising it as a statutory body could not arise. The funds of the All India Council for Secondary Education were provided by the Ford Foundation on a diminishing scale every year and ultimately the entire expenditure would be borne by the Government of India. The Council had worked out a number of projects like the development of Extension Service Departments, development of courses for multipurpose schools, training of science teachers and so on, and it was not known whether at the end of the Five Year Plan period the Council would become a permanent body. It was at present dealing with many difficult and complicated problems of secondary education at the technical level. Further, the problems of secondary education were different from those of university education. There were about 10,000 secondary schools and they were all within the competence of the State Governments. They were not autonomous like the universities and the Ministry could not think of setting up a machinery which could deal with schools over the heads of the State Governments, either in the field of secondary or in the field of primary education. The role of the Council was that of a specialist body which could tackle certain problems and place at the disposal of the State Governments whatever research work was done. In the case of the University Grants Commission, each university had its own specialist bodies like Academic Council, Executive Council, Senate etc., which were responsible for work in their respective fields and the University Grants Commission had to exercise an overall supervision only. In the case of primary and secondary education, the position was different because the responsibility there was of State Governments and the technical advice was offered through the All India Council for Secondary Education and the All India Council of Elementary Education. The representative added that he could not visualise how the University Grants Commission could be treated on a par with these Councils.

50. *The Committee are of the opinion that it would be advisable to separate the administrative and Secretariat functions in the various*

*Ministries, as far as possible. Of late, with the growth in the concept of a Welfare State, the Secretariat has tended to acquire more and more power to itself with the result that the line of demarcation between the Secretariat and administrative functions has got blurred and power has tended to be accumulated in the hands which are not fully competent to deal with it. It is necessary now to take stock of the situation and revert to the original conception of a Secretariat, Organisation that is one which should confine itself only to laying down policies and performing supervisory, co-ordination and research functions. The actual administration needs to be decentralised to a greater extent.*

*51. The Committee recommend that the All India Council for Secondary Education should be reconstituted as an autonomous corporate body on the lines of the All India Council of Agricultural Research comprising of:*

- (a) A Governing Body under the Chairmanship of the Central Minister of Education, consisting of representatives of the States at Ministerial level, members of Parliament and eminent educationists. This body will be responsible to deal with all matters in the improvement and reconstruction of secondary education including disbursement of grants to various States and institutions in the country;*
- (b) An Advisory Board to assist the Governing Body in the discharge of executive functions with more or less the existing composition of the All India Council for Secondary Education.*

*The Advisory Board will initiate all schemes in the field of Secondary Education, which will be finally approved and sanctioned by the Governing Body including allocations of funds for the same.*



## **V. SOME MEASURES TO IMPROVE SECONDARY EDUCATION**

### **A. Seminars and Workshops**

52. The word seminar is used to describe a group of persons engaged in the same profession to meet for a few days or a few weeks at a suitable place to study a particular problem by comparing notes, exchanging and sharing experiences and discussing significant methods of working out a solution. It is thus a kind of study camp where participants from different regions come together for "discussion and research" on topics of common interest. Group work and co-operative effort are essential features of such a study camp and a free and democratic atmosphere is indispensable for its success. A seminar, therefore, differs from the traditional conference which provides opportunities for active work to only a few.

53. The word 'workshop' in American terminology is used for a long study camp in the educational field. It is defined as "an arrangement under which special facilities including particularly a wealth of source materials and specialised personnel for group and individual conferences are provided". The 'workshop' aims primarily at developing experience in democratic education and co-operative ways of learning. It is a co-operative method of putting into operation plans of work to be carried out in local settings with local facilities and resources. It gives opportunity for practising the individual and group co-operative skills which are needed for introducing experiments, solving problems and transforming old practices in a particular system. The workshop, therefore, envisages productive results, something which the participants can turn out and which may be useful to them in their professional work. There is, therefore, a difference between a seminar and a workshop in that the seminar may or may not have the productive aspect in view. Further, while the workshop deals with problems that are evolved in the gathering itself as a result of group discussions, the seminar is generally concerned with topics that have been selected in advance. It may also be said that leadership and responsibility are shared more often in a workshop than in a seminar, but basically the two are allied educational activities concerned with the qualitative improvement of education and have a problem-solving approach.

54. During the last few years, the Ministry of Education, with the help of the funds placed at the disposal of the Government of India by the Ford Foundation, organised a number of regional seminars for headmasters and educational officers with a view to raising the tone of secondary education. The seminars in the first instance were confined to headmasters since the tone of a school depended largely

on the personality and competence of the headmaster. A few educational officers were also associated as they were responsible for giving proper advice and guidance in matters of school improvement. But the teachers were not left out altogether as the Extension Service Departments of several training colleges had included seminars for secondary school teachers and the United States Educational Foundation in India invited to its workshops a large number of teachers. During 1954 eight regional seminars were organised for the benefit of headmasters and educational officers.

55. During 1955-56 eight regional seminars, two all-India seminars, two secondary education workshops and one workshop for the participants of workshops were organised in different parts of the country. The regional seminars were mostly for the benefit of headmasters and educational officers. The all-India seminars discussed specific problems pertaining to extension services and reform of examinations. Principals and educational workers were deputed to these seminars from different States and regions. The experts who had made a special study of the problems were also invited to participate. The secondary education workshops were organised by the United States Educational Foundation in India with the assistance of the All India Council for Secondary Education.

56. During 1956-57, ten regional seminars for the benefit of headmasters and educational officers, three all-India seminars on specific problems of teaching of Science, Administration and other problems related to conversion of high schools into higher secondary schools and teaching of social studies in secondary education, four secondary education workshops and 8 follow-up workshops for the benefit of teachers in secondary schools and lecturers in training colleges were organised.

57. For the year 1957-58, the following programme was laid down:

<i>Scheme</i>	<i>Target</i>	<i>Budget estimates</i> <i>Rs.</i>
(a) Seminars of headmasters and educational officers	15	1,50,000
(b) Subject teachers' seminars	30	75,000
(c) All-India seminars	3	69,000
(d) Follow-up workshops	—	1,00,000
(e) Secondary education workshops	6	75,000

58. A note received from the Ministry on the all-India seminars organised by the All India Council for Secondary Education at Simla, Srinagar and Madras in 1956-57 showing (a) recommendations made, (b) action taken, and (c) the expenses incurred is enclosed as Appendix III.

59. The Ministry informed the Committee that it was difficult to say to what extent the workshops had achieved their ambitious aim

of teaching the participants to develop skill in human relations which were essential for democratic citizenship. There was no doubt, however, that the experiences gained in the workshops had proved beneficial to a large number of secondary school teachers. Since the method followed was learning by doing, the experience gained had a permanent and valuable effect. Further, the workshops had succeeded in popularising to a large extent the workshop technique. No systematic attempt had, however, been made to ascertain the impact of the 'workshop' on actual class-room teaching.

60. The Committee are of the opinion that the follow-up work to ensure that the impact of seminars and workshops is carried over to the actual day-to-day work of the schools is very necessary if any real benefit is to be achieved by the organisation of seminars and workshops at various levels. *The Committee, therefore, recommend that the All India Council for Secondary Education should take active steps to have some sort of independent evaluation of the progress made in the implementation of various schemes and projects in the schools and colleges whose representatives participated in the seminars or the workshops. The Committee would further recommend that a few seminars and workshops should be exclusively organised for teachers of different subjects on regional basis under the supervision of a team of experts on those subjects, in order to improve the teaching methods in secondary schools.*

61. *The Committee would, however, like to put in a word of caution regarding these 'seminars' and 'workshops'. If they are not to be merely sources of diversion for the participants, at State expense, but are to serve a really useful purpose, they must invariably be preceded by adequate spade work and followed by concrete useful steps. This would naturally mean that their frequency would be comparatively less. The expenditure on their account should also be kept to the minimum. A statement containing the details about the educational seminars held by the Ministry of Education during the last three years, is enclosed as Appendix IV. Perusal of this statement shows that the expenses incurred on various seminars fluctuate widely and that there is scope for reduction in expenditure on this account.*

## **B. Extension Services in Training Colleges**

### **(a) Introduction**

62. The Secondary Education Commission in their report stated that however excellent the programme of teacher-training might be, it did not in itself produce the excellent teacher. It could only engender the knowledge, the skills and attitudes which would enable the teacher to begin his task with a reasonable degree of confidence and with the minimum amount of experience. Increased efficiency

would come through experience critically analysed and through individual and group efforts at improvement. The Commission, therefore, suggested that the training colleges should provide refresher courses, short intensive courses in special subjects, practical training in workshops and hold seminars and professional conferences for the benefit of teachers in science. The task of in-service training for teachers to enable them to appreciate the new goal of secondary education as set forth by the Secondary Education Commission was, therefore, entrusted by the Ministry to the All India Council for Secondary Education.

63. In order to provide facilities to the teachers in service and to enable them to keep themselves abreast of the contents, methods, assessment, etc., in education, the Council proposed to strengthen the present secondary teachers' training colleges with staff and equipment and to start the Departments of Extension Services for that purpose. This project was undertaken in collaboration with the Ford Foundation which made an allotment of \$5,00,000 for three years. The T.C.M. also agreed to provide equipment in the shape of projectors, tape-recorders, core libraries of films and books, jeeps, typewriters, duplicators, etc. It was proposed that altogether 54 training colleges will be included under the scheme. There are 65 recognised institutions which prepare teachers for the secondary schools. The number of secondary schools in the country is approximately 10,000 employing about two lakh teachers. Since the number of training colleges or their capacity for taking larger number of student-teachers is not keeping pace with the increase in the number of schools, the importance of extension services which propose to demonstrate how secondary school teachers, both trained and untrained, can be improved, is of considerable importance in the field of secondary education.

#### (b) *Achievements*

64. In 1954, all the secondary teachers' training colleges were asked to submit information regarding their staff, equipment and extension services that they were already offering and their plans for expansion of those services. On receiving the proposals a conference of the Principals of Training Colleges was held at Hyderabad in 1954 to discuss those projects. On the basis of the discussion, as a first measure, 24 colleges were selected by the Ministry on the advice of a Special Committee appointed by them for inclusion in the project of extension services. In these selected training colleges, a special department called the Extension Service Department was set up and financed exclusively by the All India Council for Secondary Education out of the special grant placed at its disposal by the Government of India. The extension service department which had a co-ordinator and in some cases an assistant co-ordinator, in co-operation with members of the faculty of the training colleges, organised study camps, workshops, seminars, week-end courses, vacation courses, on special problems connected with secondary education such as the

teaching of the school subjects, organisation of school work, organisation of extra-curricular activities, maintenance of school records, improving the reading habits of students, library service for teachers, the preparation and the use of audio-visual aids, etc. Each department confined its activities to the secondary schools in the area within a radius of about 50 miles. The 23 colleges where extension service departments were set up in the year 1955-56 covered about 1,700 schools and 800 teachers. During the year 1957, 29 more colleges were brought under the scheme and thus in all 52 colleges out of 54 selected had set up the extension service departments.

#### (c) *Modus-operandi*

65. The *modus-operandi* was twofold. Not only the teachers in the schools came to the training colleges for discussing their problems but the colleges themselves sent their staff to visit the schools. Through seminars, group discussions, refresher courses, etc., the training colleges found out the difficulties faced by a teacher in his day-to-day work and then chalked out a programme of action whereby such problems were sought to be solved. The criteria for selecting colleges for starting extension service departments were (a) well qualified staff, (b) a good library, and (c) sufficient accommodation in the college. For the purpose of co-ordination in this field of activity, the country was divided into 4 zones, viz., Eastern, Western, Northern and Southern. Zonal meetings were held every three months when the Directors, Co-ordinators and Assistant Co-ordinators met to discuss common problems. It was also proposed to hold all-India meetings where all the zones could participate.

#### (d) *T.C.M. Assistance*

66. The Technical Co-operation Mission supplied 2,700 books and equipment like monograph machines, projectors, films, audio-visual aids of different kinds, etc., to each extension service department, valued at Rs. 1 lakh per training college. In addition, they lent the services of four of their experts. The continuation of extension services in the Third Plan also would be decided in consultation with the State Governments. Meanwhile, all the State Governments had agreed to bear the travel cost of participants in extension service activities at the rate of Rs. 8,000 per annum per college for the 29 colleges that have been included in the project during 1957-58.

#### (e) *Evaluation of work*

67. The All India Council for Secondary Education has a staff consisting of a Director, Deputy Director and six field advisory workers. They visited the extension service departments periodically and submitted reports of their work. The extension service departments also sent every month a report of their activities and programmes which were published in the form of a news-letter and incorporated

in "Teacher Education", the journal of the All India Council for Secondary Education. Besides, the Directors of the extension services met in a conference at Bangalore in 1957 and evolved self-rating cards which would be sent to the Principals of training colleges in 1958. An Assessment Committee was also being appointed to evaluate the working of 23 extension service departments which had been in operation for more than two years.

(f) *Co-ordination of efforts*

68. The annual meeting of the Directors and Co-ordinators of extension service departments in each zone served as a clearing house for the consideration of the activities of the different departments and for taking up decisions on further developments. The Conference of the Principals of training colleges also provided a forum for the discussion of the programme of the extension service departments. The extension service departments were also advised to include in their programme a few selected schools in their areas where the Faculty members of the training colleges, in co-operation with the teachers of the school, could build better education programmes in those institutions. It was expected that as a result of such activities the extension service departments would not be allowed to become stereotyped but would become sensitive to the actual needs of the schools.

69. The representative of the Ministry, while explaining the working of the extension service departments, stated that the extension service department was an adjunct of the training college and its main function was to organise certain services for the benefit of teachers of high schools and higher secondary schools located within an area of 50 miles around the training college concerned. The teachers attended certain courses organised either in the evening or at the week-end or in vacations. Library services were also organised at the centre. Each training college having an extension service department had a van, and books and audio-visual equipment were taken to schools in rural areas to organise a course for certain special study or give some lectures on certain methods of teaching or on some new techniques which had been developed for the benefit of the teachers.

70. Regarding the expansion of the services, the representative of the Ministry informed the Committee that in 1955, 23 colleges were covered. During the year 1957, another 29 training colleges were covered. Thus out of 80 full-fledged training colleges in the country, 52 were already covered benefiting 20,000 teachers in all at a cost of about Rs. 15 lakhs. In the Second Plan, there was no provision for expansion and so the remaining colleges would be covered in the Third Plan. The State Governments were, however, requested to contribute towards the maintenance of the extension service departments after the 3 year period was over so that the departments

may continue as part and parcel of the training colleges. The replies of the State Governments were awaited.

71. *The Committee while appreciating the efforts of the Ministry in this direction would suggest that the feasibility of covering the remaining training colleges in the country by extension services during the Second Pln should be examined. They also suggest that the effectiveness of the results achieved so far should be carefully assessed. Thereafter the question of enlarging the radius of operation of extension services should be examined.*

## C. Teaching of Science

### (a) Introduction

72. The teaching of science in a large number of Indian schools is still in a primitive stage. While countries in the West made great progress in the teaching of science in their schools, India moved slowly. The Devonshire Commission in United Kingdom, in its report published in 1875, recommended that in all public schools a substantial portion of the time allotted to studies should be devoted to Natural Science and not less than six hours a week on an average should be assigned for that purpose and that the school laboratories should be constructed to supply accommodation in practical work in Physics and Chemistry. The publication of that report marked the real beginning in England of wide-spread instruction of Physics and Chemistry in the syllabi of boys' schools and that of Botany in girls' schools. Science was introduced in public examinations and the grants to schools began to be given for the teaching of science. In India, in 1887, the Government of India circulated a note on Technical Education by Sir Antony MacDonnel and drew the attention of the Provincial Governments to the neglect which that type of education had suffered. Yet no serious action was taken with the result that the progress in the teaching of science in India continued to be sluggish.

73. The Secondary Education Commission rightly stressed that an understanding and appreciation of the fundamental principles of the Natural and Physical Sciences was essential to effective living in the present day world. Both from the point of view of students' adjustment to their natural environment and of providing proper background for the more specialised studies later, the Commission considered it desirable that "general science" courses should be formulated for the middle stage. It also suggested that in the high school stage there should be a specialised reorientation of the science courses and Physics, Chemistry and Biology should be taught as independent subjects. *The Committee would like the Ministry to*

*satisfy itself that these proposals are implemented throughout the country.*

### *(b) Science Teachers' Projects*

74. A project has been undertaken by the Ministry in collaboration with the Ford Foundation, United States Educational Foundation in India, British Council and the Canadian High Commission to strengthen the teaching of science in secondary schools. Forty science teachers of training colleges and secondary schools have been deputed to U.K., U.S.A. and Canada for two years' study-cum-practical training (12 to U.K., 8 to Canada and 20 to U.S.A.). During the first year, the trainees will be attached to a school or a university for study and in the second year they will be engaged in a high school that may invite them to join its staff. They will be awarded a diploma or certificate on the successful completion of their training. All expenses in this connection are to be met by the Ford Foundation. In case of fellows who may not be provided for in the secondary schools of the countries of deputation, the cost of return journey will be met by the Government of India.

75. *The Committee consider this a very good scheme and hope that it will yield beneficial results. They suggest that each of the forty trainees may be requested to submit a brief report of their experiences, with special reference to the field of the teaching of science. Some of these reports may then be suitably edited and published. The publication should then be circulated to all the secondary schools through the State Governments. These forty science teachers, on their return after training, should also be deputed to several other schools for short durations, so that they may be useful in toning up science teaching in a large number of schools.*

### *(c) Seminar on Teaching of Science*

76. A seminar on teaching of science was held in June, 1956. The seminar was attended by 46 delegates including 4 women from 16 States. A detailed study of the various problems connected with the teaching of science in secondary schools was made through seven working groups. The seminar made several important recommendations connected with the improved methods of science teaching, establishment of science clubs, improvement of text-books and laboratory manuals, development of teaching aids like workshops, museums and audio-visual equipment, etc., and manufacture of scientific instruments.

77. *While the Committee appreciate the idea of seminars (and workshops), they feel that these should be preceded by suitable preparation and followed up by a subsequent 'follow-up' action. Particularly in respect of the seminar on teaching of science held in June, 1956, the Committee would like the All India Council for Secondary Education to collect information about the action taken on each recommendation by each State Government.*



(d) *Appointment of a Science Committee*

78. The All India Council for Secondary Education, approved at its fifth meeting the establishment of a Science Committee to advise the Council on all matters connected with the improvement of teaching of science. The Committee held its first meeting on 5th September, 1957. A questionnaire has been issued to various schools and colleges with a view to obtaining reliable and comprehensive information on the type and extent of science teaching facilities now available in the high and higher secondary schools. On receipt of replies, the Committee will meet again to consider further steps to be taken to complete the survey. Members of the Science Committee were required to prepare precise projects and work-plans for each term of reference and to recommend to the Council such priorities for action, as were commensurate with its financial and manpower resources. At its first meeting, the Committee considered various projects and work-plans that could be implemented during the year 1957-58 and recommended others to the Council for inclusion in its budget for 1958-59. The work plans recommended for implementation during 1957-58 included promotion of science clubs, establishment of Central Science Workshop, survey of science teaching, provision for the manufacture of UNESCO designed instruments, production of suitable text books and laboratory manual for teaching science.

*79. The Committee hope that this Science Committee will function vigorously and bring about the much needed improvements in the teaching of science in schools by the end of the Second Plan. It would be useful for the Ministry to obtain periodical reports from State Governments on the action taken on the various recommendations of the Science Committee.*

(e) *Establishment of Science Clubs*

80. Science clubs are to be established in 1957-58 in selected high and higher secondary schools which satisfy certain conditions. These schools should have laboratories with adequate equipment for teaching science. They should provide suitable storage space easily accessible to club members. They should give an assurance of their ability to raise funds to meet recurring cost to the extent of Rs. 300 per year and an undertaking that the grants would be spent only on science clubs. The bulk of the grant should be utilised in purchasing tools and materials that are required to carry on the club activities. The science clubs will also be set up at extension service centres to serve as central clubs for the schools around the extension service centres. A sum of Rs. 2.5 lakhs for this scheme has been provided in the budget for the Council for the year 1957-58. The aims of the science clubs are as under:

- (i) to develop in the students interest in science.

- (ii) to promote initiative and develop scientific attitude; and
- (iii) to strengthen science teaching.

81. *The Committee would like the head of the institution to take a personal interest in the proper development of the science club of his institution so that these clubs fulfil the objective of fostering genuine abiding interest in science in a large number of students who would be the future scientists of the country.*

82. The Committee understand that there is also a proposal for the establishment of model central science club in Delhi for which details are being worked out by the Science Committee. This central club will have two departments, a department where students from various schools in Delhi could develop programmes and activities and another where teachers will help in designing kits for science clubs. The central science club will be attached to the office of the All India Council for Secondary Education.

83. *The Committee appreciate this step and hope that the Central Science Club will serve as a model for developing interest in science in secondary schools all over the country.*

#### (f) *Manufacture of Scientific Instruments*

84. UNESCO has processed several projects for the improvement of science teaching in under-developed countries. One of them deals with the supply of specially designed apparatus for teaching science in tropical schools. Proto-type of the designs were made available in India to the participants in the "All India Seminar". The Taradevi Seminar, after careful study and numerous experiments with the instruments, recommended that they should be manufactured in India and supplied to schools in lieu of cash grants. A similar set of instruments was also made available to the delegates of 15 Asian and other countries who were invited by UNESCO to attend an "International Study Conference on Science Teaching" which was held at Bangkok in October, 1956. There too the delegates found the UNESCO instruments exceptionally well suited for the tropical countries and of very high standard in design and precision. The Government of India is considering the proposal of manufacturing UNESCO designed scientific instruments in the country and has drawn up a scheme for establishing a "Scientific Instruments Centre" under the aegis of the C.S.I.R. for designing standard instruments, for developing new ones and for training technicians and skilled workers. The Committee understand that the proposal to develop a wing of the National Instruments Factory at Calcutta for manufacturing standard scientific instruments is also under consideration. *The Committee recommend that the standardization of scientific instruments required for the schools and colleges and an assessment of their annual requirements may be completed early, so that adequate provision for the manufacture of these instruments may be made without loss of time and without any unnecessary duplication of effort.*

(g) *All India Science Teachers' Association*

85. The Association was formed initially at the seminar of lecturers of science in training colleges in 1956. The Provisional Committee, then constituted, convened a General Body meeting in December where the Association was formally established with the following aims and objectives :—

*Objectives*

1. To promote better standards of science teaching especially in schools.
2. To foster research in methods of teaching science.
3. To disseminate scientific information.

*Activities*

- (a) Annual and special conferences.
  - (b) Publication of journal, pamphlets, brochures etc.
  - (c) Organisation of State and local branches and science centres.
  - (d) Organisation of a library and of a library service to schools.
  - (e) Organisation of study circles, workshops, seminars, science clubs, fairs, exhibitions and museums of teaching aids.
  - (f) Organisation of popular lectures on scientific topics.
  - (g) Other activities decided upon by the Association.
86. Following grants have so far been paid to the Association:—

1956-57	Rs.
Travel Grants. ..	1150-0-0
Grant for establishment of Journal 'Vigyan Shikshak'. ..	1000-0-0
1957-58	
Travel Grants. ..	4000-0-0

87. *The Committee hope that the All India Science Teachers' Association and the Science Committee will work in close liaison with each other and strive to take some concrete steps to improve the existing standard of science teaching in schools.*

88. The Committee observe that there are three main hurdles in the way of introducing and improving the teaching of science in

schools in the country namely, shortage of trained personnel, equipment and funds. So far as the shortage of trained personnel is concerned, the Ministry has sent 40 science teachers of training colleges and secondary schools for two years' study-cum-practical training to foreign countries. That is one way of tackling the problem. *The Committee consider that a second way would be to ask one of the International agencies to give some expert science teachers on loan and to utilise their services in an allotted area for improving science teaching in the schools there. After completing the task in one area, the team of experts may be moved to another area and thus the whole country may be covered.*

89. *The expert teachers may first be deputed to the Central training college in the allotted area to give necessary practical training in science teaching to the teachers of science. Thereafter the team may move to the schools and observe personally the work of science teachers in that area and impart on-the-spot instructions wherever considered necessary. This would not only train more science teachers but would also qualitatively improve the science teaching.*

90. The question of shortage of equipment, specially the standard type of scientific instruments, has already been dealt with by the Committee in para 84.

91. *To relieve the financial burdens on schools and with a view to developing their science teaching, the Committee would suggest that the scientific instruments imported from abroad for the use of schools and colleges including multi-purpose schools may be exempted from the payment of customs duty so long as their manufacture in the country on an adequate scale is not possible. The Committee would further recommend that contributions for development of secondary schools, specially for opening science wings in the existing schools be exempted from income tax. As a matter of fact, the Committee would like to see this principle extended to all contributions for development of education.*

#### **D. Research in problems connected with Secondary Education**

##### **(a) Introduction**

92. In the past, training colleges and university departments have been content with the training of teachers on traditional lines. Research activities have been few and far between. As a result, neither adequate solutions for many of the urgent problems of secondary education have been forthcoming nor has there been any significant enrichment of the curriculum of these institutions. The Secondary Education Commission brought to the limelight the need for research in problems connected with secondary education and observed that a training college should, in essence, be not merely a college for training teachers but an institution for research work in all aspects of pedagogy. The Commission added that the staff in

training colleges should be capable of carrying out research in curricular and extra-curricular activities, general administration, modern trends of pedagogy and in the technique of evaluating results of the particular method of training adopted in different schools. Accordingly the Ministry of Education initiated a scheme in 1953-54 for giving grants to teacher-training colleges and departments of education in the universities in order to enable them to carry out research on educational problems chosen by them and approved by the Ministry. The main purpose of the scheme is to provide facilities for research which in many instances was held up for want of funds. The research is to be carried on by the staff of the training colleges assisted by some research fellows assigned to them and some financial facilities and equipment are provided to facilitate the completion of the projects.

(b) *Research Projects*

93. During the First Plan, Rs. 91,894 were sanctioned in 1954-55 and Rs. 53,896 during 1955-56 to different institutions for schemes of research. To review the progress under each research project and to plan and co-ordinate research in secondary education in the Second Plan, a seminar was held at Ootacamund in 1956. Representatives of training colleges and departments of education in the universities that were receiving grants participated in the seminar. The seminar discussed each project and made several suggestions to make the work more practicable and to improve the quality of research. *The Committee would suggest that the representatives of the training colleges which are not receiving grants, may also be permitted to participate in such seminars, if they so desire.*

94. For the year 1956-57, a sum of Rs. 76,067 was sanctioned and a programme of 24 Research Projects was approved. The details of these 24 Research Projects are given in Appendix VI. For the year 1957-58 a sum of Rs. 2 lakhs has been allotted.

95. So far the following five projects have been completed and the reports are under print:—

<i>Projects</i>	<i>Institution</i>
1. Wastage and stagnation in secondary education.	A. G. Teacher Training College, Ahmedabad.
2. Productive Battery of Tests for scholastic attitudes.	University Training College, Nagpur.
3. Library Survey.	Department of Education, University of Allahabad.
4. Formation of new type tests in social studies, English and Tamil.	Ramakrishna Mission Vidyalaya Teachers' College, Coimbatore.

*Projects**Institution*

5. Achievement tests for Training College, Trivandrum.  
different classes in Malayalam.

96. The schemes were originally prepared by the institutions concerned and the processing of the research data was their responsibility. Central grant was given for the undermentioned items:—

- (1) Research fellowship in the scale of Rs. 200—250.
- (2) Travelling expenses for research assistant and the supervisory staff.
- (3) Library books and other equipment needed for the project.
- (4) Contingencies.

97. The Ministry informed the Committee that a special Committee to examine projects for encouraging worthwhile experiments in secondary schools had already been appointed as desired by the All India Council. The State Governments had also been requested to recommend schools for undertaking research projects and to obtain from them details of the projects they proposed to undertake during the current year.

98. *The Committee appreciate the efforts of the Ministry in this direction. They recommend that the results of research should not remain confined within the four walls of the institution where research is done. Wide publicity should be given to the results and they should be applied on a wider scale so that in due course all the schools may benefit.*

### **E. Reform in Examination System**

99. At present all teaching in the schools is with a set purpose of preparing the pupils for examination. The pupils also study with that purpose in view with the result that their knowledge is bookish and it lades away soon after the examination. The Ministry has been alive to this aspect and has been considering measures to reform the existing system of examinations in secondary schools. The All India Council for Secondary Education organised a seminar on examinations in February, 1956 at Bhopal. The seminar made several recommendations for reform in the existing system of examinations with a view to testing effectively and less subjectively the candidate's knowledge of facts and fundamental processes as well as his ability to understand casual relationships and to organise and express his ideas effectively. The seminar also endorsed the recommendation of the Secondary Education Commission that a cumulative record be maintained for every pupil containing continuous statement of his attainments at the successive stages of his education and a progressive evaluation of his interests, aptitudes and personality traits and of the social and practical activities in which he took part.

100. The Ministry requested the State Governments to examine and implement the recommendations of the seminar as far as they could. Further, with the help of Dr. Bloom, evaluation workshops on the preparation of evaluation tools were conducted at several centres and a workshop of lecturers of training colleges was held in March, 1957. That was followed by a Conference of Chairmen and Secretaries of Boards of Secondary Education and of representatives of universities conducting the school final examination in April, 1957 at Delhi at which a work plan was considered. The Conference suggested establishment of Research Units for scientifically studying the problems connected with the reform of examinations and for establishing an effective co-ordination between the results of research and the actual conduct of the examination. The recommendations were forwarded to all State Boards of Education, universities and State Governments. The All India Council also proposed to set up an examination unit during the current year.

101. The representative of the Ministry further informed the Committee that five persons were selected for assisting in setting up examination units in different States and were trained for that purpose both in India and outside. Those persons were now being placed in five different regions to initiate the work. Another team of ten persons was also selected for training abroad in the field of social sciences, humanities and natural sciences who would work in that field as a group in each region. The Ford Foundation had expressed their willingness for financial assistance in implementing the project of setting up an examination unit. The Ford Foundation was going to help by training a team of ten persons at Chicago under Professor Bloom. It was expected that the examination unit at Delhi would be set up shortly.

102. *The Committee are of the opinion that the Ministry should take concrete steps for improving the existing system of examinations as recommended by the seminar on examinations held at Bhopal in February, 1956. The Ministry should particularly ensure that these measures are introduced expeditiously in the Union Territories which are directly under their charge.*

## **F. Educational and Vocational Guidance**

### **(a) Introduction**

103. The Secondary Education Commission observed that the secret of good education consisted in enabling the student to realise what were his talents and aptitudes and in what manner and to what extent he could best develop them so as to achieve proper social adjustment and seek right type of employment. The Commission recommended that educational guidance should receive much greater attention on the part of the authorities and that the Central Government should take up the responsibility of opening, in different regions, centres of training for guidance officers and career masters to which each State may send a number of teachers or other suitable persons for training. The Ministry accordingly decided to set up a

**Central Bureau of Educational and Vocational Guidance at Delhi** as the reconstruction of secondary education clearly envisaged the need of relating secondary schooling to the potential employability of the learners in a very much wider range of occupations than ever before.

**(b) Central Bureau of Educational and Vocational Guidance**

104. The Central Bureau is an attached establishment of the Ministry of Education and is responsible to the Secondary Education Division in the Ministry. The Bureau is placed under the charge of a Director assisted by 4 Counsellors and 4 Technical Assistants. The important functions of the Bureau include:—

- (i) To provide educational guidance;
- (ii) To provide vocational guidance;
- (iii) To compile and publish, in co-operation with other agencies concerned, information of the following types:—
  - (a) Occupational information, including standard descriptions of jobs, tools used, level of skill required, conditions of work, prospects of promotion and other details in regard to every trade and occupation.
  - (b) Information relating to the education and training necessary for employment in various jobs and the facilities available for such training, including location of training institutions, period and cost of training, stipends available, conditions of entry, etc.
  - (c) Information relating to more short term and long term requirements of man-power in various trades, occupations, industries and areas.
  - (d) Information regarding vocational guidance services available (publicity pamphlets and brochures).
- (iv) To standardise instruments for measuring intelligence aptitudes, special abilities, interests and other personality traits;
- (v) To conduct job analysis studies;
- (vi) To devise suitable cumulative record forms to be used in educational institutions;
- (vii) To organise training courses for career masters; and
- (viii) To work out plans for expanding educational and vocational services.

105. The Bureau has been engaged in conducting research in important guidance areas, such as construction and standardisation of



intelligence and achievement tests, techniques of appraisal of personality, school record, etc. A training course for guidance workers was held in May, 1955. This was attended among others by 14 headmasters of multi-purpose schools representing 13 State Education Departments 15 guidance-workers from seven State Bureaux, three private bureaux and the Central Bureau. Projects on following tests are in various stages of preparation:—

- (1) 5 tests for assessing aptitude for commercial careers.
- (2) 4 tests for assessing aptitude for engineering careers.
- (3) A test of abstract intelligence.
- (4) Vocational maturity scale for school leavers.
- (5) Educational ability scale for pupils in the "delta" class before choosing to go to high school.

106. The Bureau is conducting a pilot study in educational and vocational guidance in two secondary schools in Delhi and it is proposed to extend the study to a third school. The project was started in 1956 and is confined to classes VIII and IX only. The Bureau has built up a library of well known mental tests for its own use and for the use of research workers. The following filmstrips have been prepared for guidance in collaboration with T.C.M. covering approximately 175 occupations:—

- (i) In farm and field.
- (ii) In workshop and laboratory.
- (iii) In business.
- (iv) Dealing with people.
- (v) Public administration and private.
- (vi) Men in uniforms.
- (vii) Crafts, arts and letters.

*The Committee suggest that the filmstrips may be shown in all the secondary schools in rotation.*

107. The Central Bureau conducted a working conference on educational and vocational guidance in multi-purpose schools at Ootacamund in June, 1956 to discuss problems of guidance which have come to the fore as a result of the introduction of diversification at the secondary stage. The conference made a number of recommendations on the guidance programme in secondary schools and training of guidance personnel. Some of the important ones are as under:—

- (i) Every multipurpose school should have a parent-teacher association to facilitate continuing contact with parents, especially parents of pupils in standards VIII and IX through home visits, periodical meetings, conferences, and correspondence.

- (ii) The Central Bureau in collaboration with the All India Council for Secondary Education should prepare model literature in the form of brochures and short pamphlets for orientation of parents in regard to the aims and objectives of multi-purpose higher secondary schools, and the situation of choice of curricula in the "delta" class faced by their children.
- (iii) Provision should be made for teaching educational and vocational guidance as part of the curriculum in Teachers' Training Institutes.
- (iv) Every multipurpose school should have a whole-time counsellor, or in the immediate future, at least a trained teacher-counsellor who will be competent to guide the "delta" class pupils in curricular choice. The teacher-counsellor must get the necessary relief from the teaching-load to the extent of 25 per cent. of the total work load.

*The Committee would suggest that steps may be taken for early implementation of these recommendations.*

(c) *Central Assistance to States and Voluntary Organisations*

108. Financial assistance was given for the establishment of educational and vocational guidance bureaux in the States as under:—

Year	Amount	Ratio
1954-55	Rs. 21,928	{ Recurring at 66½% \ Non-recurring at 66%
1955-56	Rs. 66,738	{ Recurring at 50% \ Non-recurring at 66%
1956-57	Rs. 5,025	At 50% of actual cost

109. The States of Bihar, Bombay, Madhya Pradesh, Orissa, Saurashtra, Uttar Pradesh, West Bengal and Madhya Bharat have so far set up Educational and Vocational Guidance Bureaux.

110. In addition, the Centre gave financial assistance to a number of non-official organisations which have set up Educational and Vocational Guidance Bureaux, at the rate of 60% of recurring and non-recurring expenditure. The list of organisations with the grants sanctioned is given in Appendix VI.

111. The proposals for establishment of Educational and Vocational Guidance Centres by private organisations are entertained through the State Governments and examined by the Ministry in the light of the comments of the Central Bureau of Educational and Vocational Guidance. The Central Bureau renders all assistance in the matter of organisation of guidance centres, training courses, etc.

(d) *Assistance received from abroad*

112. The Centre received the following assistance from T.C.M. during the year 1957:—

- (a) Commodities worth \$ 25,000 (equipment \$ 10,000 and books and films \$ 15,000).
- (b) Expert in Rural Higher Education to offer training to staff and students of the Rural Institutions in research-cum-extension activities.

113. For the year 1957-58, following assistance has been asked for from T.C.M.:—

- (a) Four experts each for a period of two years in the following fields:
  - (i) General Vocational Education.
  - (ii) Commercial Education.
  - (iii) Technical Education.
  - (iv) Agricultural Education.
- (b) Training facilities for 10 participants.
- (c) Commodities worth \$ 1,84,000.

The UNESCO supplied material worth \$ 5957.75 to the Central Bureau of Educational and Vocational Guidance for research consultations upto 31st December, 1956.

114. The representative of the Ministry further informed the Committee that the All India Educational and Vocational Guidance Association which has been established with Headquarters at Baroda would also help in promotion of educational and vocational guidance. It was a non-official organisation and would give professional help to all those who were engaged in the task of educational and vocational guidance. Both the Central Bureau of Educational and Vocational Guidance and the All India Educational and Vocational Guidance Association worked in co-operation in this field. The Committee were also informed that the Central Bureau proposed to organise post-graduate courses in educational and vocational guidance to train whole time school counsellors. *The Committee suggest that the proposal may be finalised expeditiously.*

115. *The Committee also suggest that the Ministry should take steps to evaluate the working of the various bureaux so far established with a view to seeing whether they are properly functioning and whether any concrete benefit is accruing to the students in the field of proper guidance for educational and vocational purposes.*

## VI. CENTRAL INSTITUTE OF EDUCATION

### A. Introduction

116. The Central Institute of Education was established by the Ministry of Education in December, 1947 at Delhi with the object of giving teacher training a new orientation and initiating educational research. It is an all-India Institution and is directly administered by the Central Ministry of Education. The Education Minister in his inaugural address pointed out that the aims and functions of the Institute were not only to turn out teachers who would be 'model' teachers but also to serve as a research centre for solving new educational problems and to be a beacon light for the training institutions.

### B. Functions

#### (a) *Teaching*

117. At present following full courses are being offered:

- (i) Post-graduate professional course in education leading to the B. Ed. Degree of the University of Delhi.
- (ii) A Higher degree course in education leading to the M. Ed. Degree of the University.
- (iii) A research degree course in education leading to the Ph. D. degree of the University.

118. In the B. Ed. course a good deal of emphasis is laid on various practical aspects of teaching. The M. Ed. course is intended to train a band of teachers who would be capable of undertaking researches in the field of education. The Ph. D. course requires original work in the form of a thesis, the topic being approved by the University.

#### (b) *Research*

119. Besides training teachers, the Institute conducts research on different educational problems. The Psychological Department of the Institute is engaged in research in various fields of education. Different kinds of mental tests have accordingly been undertaken including individual and group tests of intelligence in Hindi, performance tests of various types, scholastic and attainment tests in different school subjects and tests of personality and aptitudes. At present, the plan for some years to come is to standardise the various tests evolved as it is felt that unless the Institute is able to evolve suitable methods of assessing the capacities and achievements of children, it is not possible to give educational or personal guidance.

(c) *Extension Services*

120. The Institute has an Extension Service Department whose main function is to improve the quality of teaching in secondary schools in Delhi area, to get in touch with the day to day problems of the teachers and to find out ways and means of solving them. This is done by organising seminars, group discussions, refresher courses, week-end and vacation courses, etc., for the teachers in secondary schools in Delhi area.

**C. Services rendered**

121. The number of teachers trained so far by the Institute is as under:

<i>B. Ed. Examination</i>		
Year	No. appeared	No. passed
1954	62	59
1955	64	60
1956	92	90
1957	100	—
<i>M. Ed. Examination</i>		
1954	27	23
1955	21	18
1956	18	17
1957	25	—

122. In addition, 11 scholars are studying for the Ph. D. course of Delhi University. So far two scholars have received the Ph. D. Degree. The Institute has published about 14 reports and study notes on different subjects.

123. The Psychological Department has prepared an individual intelligence test for the age-group 3 to 11 and similar test for age-group 12 to 16 is under preparation. Research on a group-test of intelligence (verbal) is still in progress. Norms are ready for another group-test (non-verbal) for the age-group 10 to 12. A few more items of research work in the field of testing are also in hand.

124. In the field of extension services, the Institute arranged short term and long term courses for the teachers of Delhi secondary schools and organised a number of seminars, workshops and teachers' associations. During 1957, the Institute arranged a vacation camp at

Pahalgam for Principals of Delhi Schools. The Extension Service Department has published following books during 1957:—

- (i) Behaviour problem in children at home and school.
- (ii) Report on summer camp of Delhi Principals.
- (iii) Report of the seminar on general science.
- (iv) Report on teaching of English to beginners.
- (v) Report on student government.
- (vi) A report of the seminar on evaluation.
- (vii) Questionnaire on school libraries.
- (viii) Newspaper advertisements on the teaching of Science.
- (ix) Educational Forum.
- (x) News letters.

#### D. Expenditure

125. The estimates sanctioned and the actual expenditure during each of the last three years has been as under:—

<i>Year</i>	<i>Budget Provision Rs.</i>	<i>Actual Rs.</i>
1954	2,78,000	2,25,032
1955	3,19,000	2,70,309
1956	3,32,000	3,73,152

The budget provision for 1957-58 is Rs. 3,43,800.

126. The average cost per student per annum in the Central Institute of Education is approximately Rs. 2,500 compared to about Rs. 800/- in other similar institutions elsewhere in the country. The Ministry explained that the total budget of the Institute included expenditure on the following:—

- (i) the B. Ed. class (100 students).
- (ii) the M. Ed. class (25 students).
- (iii) the Ph. D. scholars (12 scholars).
- (iv) the Psychology Research wing.
- (v) the Basic School.
- (vi) the Nursery School.

127. The average cost per student could not, therefore, be worked out by a mere division of the total expenditure by the number of students. Further, the Institute being a Central Institute, the staff was superior in quality and so the expenditure on staff salaries was higher. The staff being better qualified, their services were also availed of by the Ministry of Education, the Delhi Directorate of Education and other educational organisations like the University Grants Commission, the education section of the Planning Commission and the All India Council for Secondary Education. The teaching staff was also expected to co-operate with the Psychology Wing in research projects and with the Department of Extension Services. The Institute offered a much higher number of courses at the B. Ed. and M. Ed., level than anywhere else in India. Even after taking into consideration these factors, the *Committee feel that the average expenditure per student is on the high side. The Committee would,*

*therefore, suggest that the feasibility of admitting more students may be examined.*

128. The representative of the Ministry further informed the Committee that the standard of teachers trained in the Central Institute of Education was quite good and that the teachers in the Institute came for training not only from the neighbouring areas, but also from other parts of the country and there were about 7 or 8 from the foreign countries. They could not be described as 'model teachers' in the sense of 'ideal teachers' but generally the standard of training in the Institute was quite satisfactory. A follow-up in case of teachers coming from the neighbouring areas was kept. During the last two years the in-take of the students for training in the Institute had been increased.

129. The Committee enquired if it would be advisable to hand over the management of the Central Institute of Education to Delhi University. The representatives of the Ministry stated that the Institute had a governing body of its own which included both officials and non-officials. The Institute was a part of Delhi University in the sense that the Principal of the Institute was recognised as a Professor of Education in the Delhi University. The examination was conducted by Delhi University but the disadvantage in completely handing over the Institute to the Delhi University would be that any kind of new development that the Ministry would like to introduce in the Institute cannot be done unless the University agreed. For instance, the Ministry was trying to introduce a new course of training for educational administrators. At present it was upto the Ministry to do so. But if the Institute was a part of the Delhi University, the matter would pass out of the competence of the Ministry. *The Committee would suggest that the Governing Body of the Institute should be given wider powers and the control of the Ministry over its working should be kept to the absolute minimum.*

130. A Sub-Committee of the Estimates Committee which visited the Institute formed an impression that the original advanced research work did not receive adequate attention in the Institute. The representative of the Ministry stated that the Institute itself had been exercised about this problem. He added that there was a research wing in the Institute and all the members of the staff were expected to take part in research; but as the normal work-load of the teachers was heavy, they could not find time to carry on continuous independent research work in the real sense of the term.

131. *The Committee note with regret that the Institute has been functioning more or less as a training college for teachers. No appreciable progress has been made in the field of research and higher studies in the training of teachers. It is unfortunate that the original idea behind the establishment of the Institute has not been worked in practice and any efforts in that direction have not met with success. The Committee, therefore, recommend that if the Institute is to function properly, it must devote itself primarily to research work and be a feeder in advance studies in techniques, training and educational*

*standards for the training institutions all over the country. It should be staffed with people of very high calibre and should encourage research on teaching which is at present in a neglected state.*

132. One of the things noticed in the Institute was that the trained teachers when they went back to the schools, could not utilise their experience and knowledge in actual practice, as most of the schools have no facilities or are not prepared to provide them. It is thus quite possible that the training that the teachers receive at the Institute dies away within a few years and nothing more remains of it. *The Committee, therefore, suggest that the training of teachers should be so devised that it is in keeping with the circumstances and conditions prevailing in the various schools from which the teachers come. Alternatively, it should be arranged that the schools where teachers trained in modern methods of study are posted, provide the facilities so that their training is suitably utilised.*

133. In the library of the Institute, a few foreign charts have been exhibited. The background of these charts is foreign in outlook and conception. *The Committee feel that the teachers should be trained in the Institute in the background of Indian standards and Indian traditions. For this purpose, importation of charts, literature and other material from foreign countries should be properly screened so that only really useful material is put up in libraries and it is also necessary that as far as possible, such charts and pictorials should be made in India.*



## VII. MISCELLANEOUS

### A. Public Schools

134. The following grants have so far been given to the public schools other than Lawrence schools at Sanawar and Lovedale since 1953-54:—

	1953-54	Rs.
1. Mayo College, Ajmer.	..	50,000
2. M. G. D. Girls Public School, Jaipur.	..	22,000
	..	<hr/> 72,000 <hr/>
	1954-55	
1. Mayo College, Ajmer.	..	50,000
2. Doon School, Dehra Dun.	..	25,000
3. Daly College, Indore.	..	15,000
	..	<hr/> 90,000 <hr/>
	1955-56	
1. Doon School, Dehra Dun.	..	25,000
2. Birla Vidya Mandir, Naini Tal.	..	25,000
3. M. G. D. Girls Public School, Jaipur.	..	10,000
4. Daly College, Indore.	..	33,000
5. Mayo College, Ajmer.	..	30,000
	..	<hr/> 1,23,000 <hr/>
	1956-57	
1. Birla Vidya Mandir, Naini Tal.	..	25,000
2. Daly College, Indore.	..	30,000
	..	<hr/> 55,000 <hr/>

135. The Lawrence schools at Sanawar and Lovedale were earlier Government institutions but from 1-1-1953, the management of these schools has been vested in autonomous boards which include the representatives of the Ministries of Education, Defence and Finance. The following Central grants were given to these schools on a 'cover deficit' basis from 1953-54 to 1956-57:—

	1953-54	Rs.
Lawrence Schools, Sanawar.	..	3,78,400
Lawrence School, Lovedale	..	3,25,400
	1954-55	
Lawrence School, Sanawar.	..	3,15,000
Lawrence School, Lovedale.	..	2,55,000
	1955-56	
Lawrence School, Sanawar	..	2,04,000
Lawrence School, Lovedale.	..	1,90,000
	1956-57	
Lawrence School, Sanawar.	..	2,00,000
(non-recurring grant)		

136. While dealing with the public schools, the Secondary Education Commission made the following observations:—

“The need for such public schools has been a matter of some difference of opinion amongst those whom we interviewed and extreme views, have been expressed on this subject. It has been stated that a public school in a modern democracy is an anachronism, that it has not made any material contribution to the educational progress of the country and according to some has tended to produce a type of narrow-minded snob or one who will be ill-fitted to take his proper place in a democratic society. The criticism was also made that as these schools are expensive they will serve only the rich and thus perpetuate a class feeling not suited to the new democratic set-up of the country. A different view, however, has been presented by others who have had experience of the students educated in these schools. Sir John Sargent, formerly Educational Adviser with the Government of India, speaking about them states that ‘the product of the public schools may be limited in its intellectual range, narrow in its sympathies and arrogant in its assumptions, but at the same

time it displays a capacity to set up, and abide by, standards of conduct and a readiness to accept responsibility, qualities which must form an essential part of the equipment of any real public servant".

"After carefully considering the matter, we have come to the conclusion that if public schools are properly organised and training is given on right lines, they can help to develop correct attitudes and behaviour and enable their students to become useful citizens. There are greater opportunities in these schools than in the majority of secondary schools for developing certain essential traits of character including the qualities of leadership because of the special facilities that they can offer and the close contact between teachers and pupils that is possible in them. This does not mean, however, that the public school is the only or even the main institution to inculcate qualities of leadership but till the other schools are in a position to provide similar facilities, it would be unwise to reject their special contribution in this direction".

137. Regarding Government aid to these schools, the Secondary Education Commission observed:—

"Public Schools should depend less and less on grants made by the Centre or the State concerned, and should become self supporting as soon as possible. We believe that in principle, in so far as they are expensive schools, largely meant for the richer classes, they have no claim to receive State aid and the Government grants that are at present given to them should be steadily reduced... for the transitional period of about five years, State or Central assistance should be given to them on a gradually diminishing scale, till at the end of that period they will either become self supporting or will close down, if adequate public support is not forthcoming".

138. *The Committee are generally in agreement with the views of the Commission and would also like to stress that the following two principles indicated by the Commission should be borne in mind in the working of the public schools:—*

1. *The public school should not be a special or exclusive institution. It must have its roots in the soil of the country and must generally conform to the normal pattern of national education.*
2. *Public schools should place due stress not only on the spirit of sportsmanship but also on all other important aspects of citizenship, dignity of labour and a social sense. They should also take care to see that their general educational life is in conformity with Indian cultural traditions and outlook.*

*To achieve these ends, the Committee suggest that a suitable inspecting machinery may be evolved in consultation with the Indian Public Schools Conference.*

### *Merit Scholarship Scheme for the Public Schools*

139. The Ministry of Education initiated a scheme in 1953 to award scholarships to meritorious students in the age-group of 5-12 for prosecuting studies in those public schools which are full members of the Indian Public Schools Conference. Fresh scholarships involving an expenditure of Rs. 1 lakh are awarded every year and, subject to satisfactory progress, the scholarships are continued upto the school leaving stage. Certain public schools and State Governments have also instituted their own scholarships more or less on the same lines as those instituted by the Government of India. In consultation with the public schools and the State Governments concerned, selections for these scholarships are also made by the Government of India. 17½ per cent of the total number of Central scholarships are reserved for the scheduled castes and scheduled tribes and other backward classes. If a sufficient number of suitable candidates from these categories are not forthcoming, the balance of the scholarships is thrown open to others. The scheme particularly aims at providing facilities of public school education to children belonging to the low-income groups. The scheme is based on merit on all India basis. The weightage is being given only to candidates belonging to the scheduled castes and scheduled tribes and other backward classes. The scheme has been in operation for four years and after a couple of years more an assessment would be made of its value. The actual number of scholarships awarded to scheduled castes and scheduled tribes and other backward classes during the last three years is as follows:—

Year	No. of scholarships awarded to scheduled castes etc.	Total number of scholarships awarded
1955-56	5	52
1956-57	13	67
1957-58	7	65

140. A statement showing the number of candidates who appeared for the written test for merit scholarships in public schools and the number of candidates called for interview during the last three years (separate state-wise figures) is attached as Appendix VII. A statement showing the avocation and also the income-groups of parents of students in receipts of merit scholarships in public schools is attached as Appendix VIII.

141. So far as the question of giving adequate publicity to the scheme of merit scholarships was concerned, the representative of the

Ministry stated that publicity was given by writing to the Directors of Education of States to inform all schools about the scholarships and by issuing press notes. The students applying for it were given an intelligence test by way of written examination and also an interview and the marks obtained in these tests decided the merit of the candidate for awarding the scholarships. Interviews were held at 9 different centres in the country by a Selection Committee which consisted of a nominee of the Ministry of Education (Chairman), a representative of the Indian Public Schools Conference, and a psychologist nominated by the Government of India. After the selections were over, the amount of scholarship was determined for each candidate selected according to the income of his parents.

142. *The Committee consider that merely issuing a Press note and writing to the Directors of Education in the States will not serve the purpose as all the people in the country, especially those who are poor, should know about the scheme. The Committee, therefore, recommend that adequate publicity should be given to the scheme by giving advertisements in English and regional language newspapers.*

143. *The Committee further recommend that the centres of interview should be located, if possible, in each State where there are students to be interviewed or in such a way as the children may not have to go long distances.*

144. *The Committee understand that at present admission in public schools for students, other than those selected on merit scholarships, is by registration which means that those registered first are given priority for admission. The Committee feel that in this system of admission there is a chance of some meritorious students being left out whose parents fail to register their names in time. The Committee therefore, recommend that public schools may be persuaded to throw open certain percentage of seats for admission to such students through competitive examinations held each year in every public school. Adequate publicity should also be given to such competitive examinations.*

#### **B. Promotion of Gandhian Teachings**

145. In accordance with the recommendations of the Central Advisory Board of Education, a Committee was appointed by the Ministry to consider the question of including Gandhian teachings in the curricula of schools and colleges. The Committee met for the first time on the 23rd August, 1955 at New Delhi and after holding a general discussion on the subject appointed a Sub-Committee to work out a programme. That Committee in its last meeting on 24th January, 1957 made the following recommendations and the Ministry initiated action as indicated below:—

##### **(i) Collection of lists of books on and about Gandhiji**

As recommended by that Committee, Navijivan Karyalaya was requested to furnish the lists of books on and about Gandhiji. The lists have been received.

**(ii) *Preparation of a book on Gandhiji's views on Education (in Hindi, English and other regional languages)***

As recommended by that Committee, Shri G. Ramachandran, Director, Gandhigram (Madurai), was requested to undertake the preparation of the book. He has now expressed his inability to undertake the assignment. Efforts are being made to find another suitable writer to take up this assignment.

**(iii) *Preparation of Handbook on Gandhiji's thoughts and experiments in education for teachers in basic training colleges***

On the request of the Committee, Shri T. S. Avinashlingam has undertaken the preparation of the book. The manuscript of the book has been received and is under examination.

**(iv) *Project methods in Schools for teaching Gandhiji's ideas***

Jamia Millia, Delhi who were requested to work out the project have submitted their report, which is under examination before it is recommended to educational institutions throughout the country.

**(v) *Celebration of Gandhiji's week by schools and organising school tours to places associated with Gandhiji***

The Ministry of Information and Broadcasting have agreed to undertake the preparation of a brochure on places closely associated with Gandhiji.

**(vi) *Preparation of three books at Primary, Secondary and College Levels on Gandhiji's general ideas***

The Ministry has undertaken to bring out these books. In this connection Prof. P. G. Mathew of Kerala State, who was a close associate of Gandhiji has been requested to undertake the work on a contract basis.

**(vii) *Institution of special lectures at some Universities to be delivered every year by distinguished authorities on various aspects of Gandhiji's life and ideas***

All the Universities in India have been addressed to give their comments on the personnel and suggest ways and means by which the project could be effectively carried out.

146. The Secondary Education Commission observed in their report that one of the main criticisms against modern education was that, by concentrating too much on examinations, enough attention was not devoted to activities that promoted formation of character and included ideas which made for personal integrity and social efficiency. *The Committee entirely agree with the views expressed by the Commission in that respect and recommend that the Ministry should take expeditious steps to introduce Gandhian teachings in the*

*curricula of schools and colleges including public schools, to fill up this lacuna.*

147. The Committee would, in this connection, also draw attention to the observations of the Secondary Education Commission in regard to imparting of moral instruction in schools for building up the character of the students. The Commission observed:—

“Moral instruction in the sense of inspiring talks given by suitable persons selected by the headmaster and dwelling on the lives of great personages of all times and of all climes will help drive home the lessons of morality.”

148. *The Committee would suggest that steps should be taken by the Ministry on these lines to improve discipline and to develop the character of the youth of the country.*

#### C. Construction of Hostels for Secondary Schools

149. The Ministry initiated a scheme for granting loans to secondary institutions for the construction of hostels in order to relieve the shortage of accommodation. The applications for loans are received by the Ministry through State Governments and are considered in order of priority indicated by the State Governments recommending the loan. Preference is given to institutions having no hostel accommodation of their own or having limited facilities for the residence of students and those which are displaced institutions from Pakistan. The need of the institution and its urgency are the main bases for considering the requests. The loans are sanctioned to the State Governments concerned and are recoverable through them in varying annual instalments. The financial stability of the institution is looked into by the State Government recommending the application since they are responsible for recovering the loan. Maximum loan admissible under the scheme is Rs. 2 lakhs. The year-wise amount sanctioned and the number of institutions benefited is as follows:—

<i>Year</i>	<i>No. of institutions benefited</i>	<i>Amount sanctioned</i>
1953-54	1	Rs. 20,000
1954-55	1	Rs. 20,000
1955-56	2	Rs. 3,81,600
1956-57	7	Rs. 9,86,000

150. The Secondary Education Commission observed in their report that the best education upto the age of adolescence can be provided in an environment in which the home, the school and the local community all play their respective parts. Unfortunately not all homes and parents are in a position to offer an educative environment for their children. The Commission, therefore, recommended that a number of residential schools should be established more particularly

in certain rural areas to provide proper opportunities for the education of children. *The Committee agree with this view and would suggest that the Ministry should help the secondary institutions particularly in rural areas by granting loans for the construction of hostels on easy terms as proper educative environment does not at present exist in many rural homes.*

#### **D. Girls' Education at Secondary Stage**

151. The representative of the Ministry informed the Committee that there was no special Central scheme for promoting girls' education at secondary stage except the States' schemes of training women teachers, women librarians and women craft teachers for which assistance was given by the Centre. The policy of education at the primary and secondary level was formulated by the States and the Central Government came into the picture where its assistance was necessary. Whenever a State Government made a request to the Centre for assistance for promotion of girls' education, the Central Government always took a favourable attitude. But the limiting factor was the want of suitable women teachers in the way of expansion of girls' education. Further, there was no special scheme for encouraging women's education in the secondary stage on account of financial difficulties.

152. The Committee are sorry to note that the Centre has no special scheme for promotion of girls' education at the secondary stage. In urban areas co-education is not difficult at primary stage and also at university stage. In regard to education at the secondary stage, there is considerable divergence of opinion and many consider it desirable to have separate schools for boys and girls during the period of adolescence. One of the cheapest ways to promote girls' education at secondary stage would be to upgrade girls' middle schools to high schools instead of providing separate high schools. *The Committee, therefore, recommend that the Ministry should have a census of girls' middle schools and formulate and present a scheme to the States for the upgrading of such schools to high schools with Centre's assistance on an agreed basis. The Committee are sure that this will give a fillip to women's education.*

153. *The Committee also agree with the opinion of the Secondary Education Commission that where it is possible, separate schools for girls should be established as they are likely to offer better opportunities than the mixed schools, to develop their physical, social and mental aptitudes and all States should open such schools in adequate numbers. But it should be open to girls whose parents have no objection in this matter to avail themselves of co-educational facilities in boys' schools.*

#### **E. Training of Teachers for Secondary Schools**

154. The Secondary Education Commission observed in their report that there were considerably variations in regard to the teacher



training programmes in different States and that the number of institutions for teacher training was very inadequate compared to the present needs. Further, the prospects of teaching profession were not satisfactory enough to attract sufficient number of candidates to join the teacher training institutions. The Commission recommended a number of measures to improve the position. The team of educationists which visited the U.S.S.R. in September, 1956 have given in their report a graphic account of the policy in that country in respect of recruitment, training, employment, opportunities for further education, salaries, obligations and privileges, amenities and social status of teachers. A very great emphasis is laid on the in-service training of teachers and the Indian delegation was more deeply impressed by what the Soviet Union had done for its teachers than by its achievement in any other field. Mr. E. A. Pires who was a member of the Indian delegation has pointed out that the Soviet Five Year Plan for training of teachers should be of interest to our educational administrators. There the Planning and Finance Department of the Ministry of Public Education in consultation with the Cadres Department planned ten years in advance for secondary teachers. Teachers for rural areas were given special facilities in the Soviet Union in the form of free accommodation, free lighting and free fuel and it was compulsory for a teacher after training to serve for three years in whatever place and schools he was posted.

155. The Committee note that in our country the Central Ministry has no plan for the training of secondary teachers except that it financially assists the establishment of training institutions in the States and has set up Extension Service Departments in 52 out of 137 training colleges including those which have got a wing for in-service training of existing teachers. *The Committee, therefore, recommend that the Ministry should have a perspective plan for the training of secondary school teachers and should be able to say as to what period it would take them to have trained teachers in all the secondary schools in the country. Similarly, the Ministry should plan in advance for gradually improving service conditions of teachers as suggested by the Secondary Education Commission especially the triple benefit scheme with a view to attracting right type of persons to the teaching profession. Facilities such as housing, free medical attendance and free education for their children, should be given to teachers of secondary schools on the same lines as recommended by the Committee for primary teachers in their Report on Elementary Education.*

#### F. Revision of Educational Codes

156. The Committee understand that the Educational Codes in the States as well as in the Union Territories have not been revised for a long time. The aims, objectives and policies in regard to educational matters have undergone a radical change since the dawn of Independence. *The Committee, therefore, feel that the Educational Codes should be completely revised instead of being amended piecemeal from time to time. The Committee have already recommended*

*in an earlier chapter in this Report the desirability of having a common educational code for all the Union Territories. The Committee further recommend that the Ministry should persuade the States to revise the Educational Codes in the light of changed circumstances and, if necessary, it may prepare a 'model code' and circulate the same to State Governments for their guidance in revising their own Codes.*

#### **G. Corporal Punishment in Secondary Schools**

157. The Committee note that corporal punishment in upper middle high schools in Delhi area has been officially recognised as per Rule 78, Article 191 of the Punjab Education Code. *The Committee are not in favour of inflicting corporal punishment on children. They recommend that the Ministry should collect information in this regard from all the States and have the present policy revised in the light of the modern psychological and educational thought. The Training Colleges should, through seminars, discuss the question of improving discipline without resorting to corporal punishment. This may even be taken up as a subject of research by the Central Institute of Education and other Training Colleges.*

NEW DELHI;

*The 13th March, 1958.*

BALVANTRAY G. MEHTA,

*Chairman,  
Estimates Committee.*

## APPENDIX I

(Vide paras 10, 13, & 14)

### A

*Statement showing the amount of assistance given to the States by the Central Government under the scheme of reconstruction of Secondary Education during the years 1954-55 and 1955-56.*

States	1954-55	1955-56
	Rs.	Rs.
1. Assam . . . . .	..	19,95,939
2. Andhra . . . . .	..	8,97,050
3. Bihar . . . . .	19,70,032	17,32,156
4. Bombay . . . . .	..	16,97,527
5. Punjab . . . . .	48,61,857	..
6. West Bengal . . . . .	17,23,920	60,68,088
7. Orissa . . . . .	..	5,86,420
8. Madhya Pradesh . . . . .	9,24,000	12,05,338
9. Madras . . . . .	..	19,64,995
10. Pepsu . . . . .	2,03,940	13,002
11. Madhya Bharat . . . . .	..	2,00,000
12. Hyderabad . . . . .	36,34,950	..
13. Rajasthan . . . . .	30,90,450	..
14. Mysore . . . . .	..	..
15. Travancore-Cochin . . . . .	..	20,61,294
16. Saurashtra . . . . .	22,66,770	26,33,400
17. Ajmer . . . . .	..	1,01,682
18. Delhi . . . . .	..	45,100
19. Kutch . . . . .	..	77,417
20. Tripura . . . . .	3,14,000	2,37,600
21. Coorg . . . . .	3,79,920	..
22. Vindhya Pradesh . . . . .	3,79,500	1,96,208
23. Bhopal . . . . .	97,680	3,34,429
TOTAL	1,98,47,019	2,20,46,645

## B

*Statement showing the details of the amounts sanctioned to the State Governments as Central assistance for various schemes in secondary Education during the year 1956-57 and the amount earmarked for the same in the year 1957-58.*

State	Amount sanctioned during	
	1956-57 Rs.	1957-58 Rs.
1. Andhra . . . . .	3,31,000	17,54,300
2. Assam . . . . .	8,73,693	12,84,000
3. Bihar . . . . .	63,94,945	32,09,300
4. Bombay . . . . .	13,78,468	37,31,900
5. Saurashtra . . . . .	2,22,000	*
6. Kerala . . . . .	19,95,514	30,88,130
7. Madhya Pradesh . . . . .	26,78,183	43,60,600
8. Madhya Bharat . . . . .	1,81,200	*
9. Vindhya Pradesh . . . . .	1,52,121	*
10. Bhopal . . . . .	1,31,750	*
11. Madras . . . . .	10,43,426	18,59,400
12. Mysore . . . . .	10,23,133	27,21,600
13. Coorg . . . . .	90,100	*
14. Orissa . . . . .	11,74,626	19,08,800
15. Punjab . . . . .	64,72,841	*
16. Pepsu . . . . .	2,03,125	*
17. Rajasthan . . . . .	19,70,370	17,07,351
18. Ajmer . . . . .	4,12,500	*
19. Uttar Pradesh . . . . .	21,26,075	35,57,990
20. West Bengal . . . . .	57,87,565	84,89,000
21. Jammu & Kashmir . . . . .	3,08,316	4,73,500
22. Tripura . . . . .	54,745	*
<b>TOTAL</b>	<b>3,50,05,696</b>	<b>3,71,01,871</b>

\*Included in their respective States.

## APPENDIX II

(Vide para 27)

### *Composition, functions and powers of the reconstituted Central Board of Secondary Education, Ajmer*

In order to raise the standard of Secondary education in the country, to carry out reforms in the system of examinations and to meet the needs of students whose parents have to move from one State to another, it was resolved *vide* Government of India, Ministry of Education, Resolution No.F.12-12/56-D.5., dated the 31st October, 1956, to reconstitute the Central Board of Secondary Education, Ajmer to conduct a common all-India Higher Secondary School Examination, which can be taken by candidates who belong to any State in the Indian Union.

2. The Educational Adviser to the Government of India shall be the Controlling Authority of the Board, which shall consist of the following:—

- (i) The Chairman;
- (ii) The Vice-Chairman, if any;
- (iii) One representative of each participating State;
- (iv) One Headmaster of a school recognised by the Board from each State;
- (v) One Headmaster to be nominated by the Indian Public Schools Conference.
- (vi) One Headmaster to be nominated by the Inter-State Board of Anglo-Indian Education.
- (vii) One nominee of the All India Council for Secondary Education.
- (viii) One person each to represent the following professions, to be appointed by the Controlling Authority:
  - (a) Engineering; (b) Agriculture; (c) Medicine; and (d) Industry and Commerce.
- (ix) Not more than three persons, to be nominated by the Controlling Authority from among eminent educationists and other persons whose services it may be considered necessary or desirable to secure for the Board, keeping in view the composition of the Board under items (i) to (viii) above; and
- (x) Not more than three persons, to be co-opted by the Board in consideration of their expert knowledge of subjects of study included in the course prescribed by the Board.

3. The Board shall have the following powers:

- (a) To prescribe courses of instruction for the examinations conducted by the Board.
- (b) To grant certificates to persons who have pursued a course of study in an institution admitted to the privileges of recognition by the Board and have passed an examination of the Board.

- (c) To conduct examinations at the end of the Higher Secondary School and, if a participating State so requests, to conduct a High School Examination also until all the Schools in that State are also raised to the Higher Secondary Level.
- (d) To recognise institutions for the purposes of its examinations.
- (e) To admit candidates to its examinations.
- (f) To cooperate with other authorities in such manner and for such purposes as the Board may determine.
- (g) To cause an inspection to be made, by such person or persons as the Board may direct, of recognised institutions or of institutions applying for recognition.
- (h) To submit to the Government of India its views on any matter with which it is concerned
- (i) To demand and receive such fees as may be prescribed by the Regulations.
- (j) To supervise the residence, health and discipline of the students of recognised institutions and to make arrangements for promoting their general welfare.
- (k) To do all such other acts and things as may be necessary in order to further the objects of the Board as a body constituted for regulating Secondary education.
- (l) To conduct the High School Examination in 1957 and 1958 for all candidates and in 1959 for those candidates only who failed at a previous examination.
- (m) To conduct the Intermediate Examination (a) in 1957, 1958, 1959 and 1960 from the former States of Ajmer, Bhopal and Vindhya Pradesh and from institutions situated in other States as may like to send their candidates for the examination and (b) in 1961 for all failed candidates provided they appear as regular students from institutions recognised by this Board.
- (n) To admit private candidates to its High School and Intermediate Examinations in 1957 and 1958 and in 1959 only for such private candidates who had failed at a previous examination.
- (o) To conduct on all-India basis Hindi (Prabodh, Praveen and Pragya) examinations for the employees of the Central Government.

### APPENDIX III

(Vide para 58)

A note on the recommendations made, action taken and expenses incurred on the Seminars on (i) the Teaching of Science (ii) Educational Administration and (iii) Teaching of Social Studies, held at Taradevi (Simla), Srinagar and Saidapet (Madras) respectively.

1. *Seminar on Teaching of Science in Secondary Schools held at Taradevi (near Simla) June 15 to 30, 1956.*

(a) Seminar discussed the following:

- (i) Science in Elementary Education: Aims and Objectives and the Syllabus. (ii) Science in Higher Secondary Education, Syllabus for General Science, Chemistry and Biology, Effective teaching of General Science. (iii) Instruments, Equipment and other Aids: Degree of accuracy achieved by UNESCO designed instruments for scholars. Experiments set up with the UNESCO Apparatus, Laboratory Organisation, Books, Science Clubs. (iv) Examinations. (v) Teacher Training.

- (b) (i) Recommendations relating action to be taken by the State Governments, Training Colleges and UNESCO authorities were brought to the notice of the respective authorities for necessary action. (ii) All India Science Teachers' Association has been formed. (iii) The activities of this Association are encouraged by financial assistance. (iv) A Committee for encouraging establishment of science clubs all over India and for providing guidance and equipment to them has been formed. (v) A magazine for the benefit of science teachers has been published by the Science Teachers' Association. (vi) Dr. A. C. Joshi, Director of the Seminar has accepted the assignment of writing a Hand-book for Science Teachers in Secondary Schools. (vii) Services of Dr. R. Naidu have been secured for one year from the UNESCO for helping the Council in its efforts of vitalising science teaching.

(c) Rs. 20,000 - inclusive of the cost of publication of the Report.

2. *Seminar on Educational Administration*

Venue: Central Assembly Hall, Secretariat Buildings, Srinagar—June 21 to 26, 1956.

(a) The Semmarists discussed the following:

- (i) Curriculum, Staffing, Equipment and Accommodation of Higher Secondary and Multipurpose Schools.
- (ii) Examinations, School Records and Guidance.
- (iii) Organisational Problems of Conversion.
- (iv) Improving Efficiency in Educational Administration.
- (v) Humanising Administration.

(b) The participants were educational administrators in their own States. They clarified their own ideas and chalked out their own plans for reforming secondary education. The onus of implementing the recommendations rests on them. The States are gradually implementing the recommendations and have informed the Ministry of their intention of converting Secondary Schools into Higher Secondary ones at the rate of 10 percent yearly.

(c) Rs. 5,000 -

3. *Seminar on the Teaching of Social Studies:*

Venue—Teachers' College, Saidapet, Madras. December 22 to January 4, 1957.

(a) The seminarists discussed the following: (i) Aims, Scope and Place of Social Studies. (ii) Syllabus in Social Studies. (iii) Methods and Aids in Social Studies. (iv) Activities in Social Studies. (v) Evaluation in Social Studies. (vi) Teacher Education in Social Studies.

(b) (i) An All India Association of Social Studies Teachers has been formed. (ii) The lecturers of training colleges who attended the seminar are organising a series of workshops for teachers of social studies in their own colleges where consultants from the Council are helping them in conducting the same. Madras, West Bengal, U.P. and Bombay have already conducted such seminars and other States are also planning them. (iii) Miss G. R. Samuel, Principal, St. Christopher's Training College, Madras has accepted an assignment for writing a Hand-book for teachers of Social Studies.

(c) Rs. 19,000 -



## APPENDIX IV

(Vide para 61)

*Statement showing the details about the Educational Seminars held by the Ministry of Education during the last three years.*

Item No.	Subject of the Seminar	Place	Duration	Rs.			Remarks
				Expenditure incurred	No. of persons attended		
1	2	3	4	5	6	7	
1.	Seminar on Jaurata College	Mysore	4th to 11th February, 56	Rs. 3,073-1-9	28		Held under the auspices of Adult Education Council.
2.	Educational Survey of India Notes for the guidance of the Survey Officers.	New Delhi	28-1-1957 to 14-2-1957	2,061/-	19		
3.	Seminar on Basic Education	New Delhi	30-4-1956 to 2-5-1956	Nil	32		
4.	The Seminars on Audio-Visual Education held during the last three years.						
	(2) Audio-Visual Education Seminar in May—July, 1954	Delhi	2 months	17,000/-	30		

1	2	3	4	5	6	7
	(ii) Indo-Australian Audio-Visual Expert Seminar held in November, 1955	Lucknow	1-11-1956 to 24-11-1956	20,000 -/-	24	
	(iii) All India Teachers' Conference on Audio-Visual Education held in July, 1956	Delhi	7-7-1956 to 13-7-1956	34,000 - -	73	
5.	Seminar on the "Maladjustments of Adolescent Students"	Hyderabad	9-4-1955 to 17-4-1955	13,714 5 3	26	Organised by the Indian National Commission.
6.	Seminar on the "Role of Arts and Crafts in Education and Community Development"	Kalakshetra Adyar, Madras	7-3-1957 to 12-3-1957	12,000 - -	28	Do.
7.	First Seminar on Extension Services	Hyderabad	29-11-1954 to 3-12-1954	9,202 - -	49	
8.	Workshopper's Seminar	New Delhi	3-1-1955 to 14-1-1955	15,000 - - (Sanctioned amount)	40	
9.	Second Seminar on Extension Services	Srinagar	22-6-1955 to 5-7-1955	19,896 - -	43	There were also 9 observers.

10. Seminar on Examinations	Rhopal	22-2-1956 to 29-2-1956	12,000/-/- (Sanctioned amount)	34
11. Seminar on the teaching of Science in Secondary Schools	Taradevi (near Simla)	15-6-1956 to 30-6-1956	14,883/-/-	46
12. Seminar on Educational Administration	Srinagar	21-6-1956 to 26-6-1956	5,200/-/-	37
13. Seminar on Teaching of Social Studies	Saidapet, Madras	22-12-1956 to 4-1-1957	11,349/-/-	45
14. Srinagar Seminar conducted by Central Bureau of Text-Book Research	Srinagar	25-4-1955 to 13-5-1955	19,273/1/9	35
15. (a) Orientation Course and (b) Working Conference by Central Bureau of Edu- cational and Vocational Guidance.	(a) Delhi (b) Madras	9-5-1955 to 16-6-1955 6-6-1956 to 10-6-1956	Negligible 3,747/5/-	48 34
16. Seminar on the Education of the Blind	Mussoorie	six days	7,181/-/-	32
17. Seminar on the Education of the Deaf	Mussoorie	six days	9,178/-/-	42
18. Seminar on the Employment of the Blind	Mussoorie	six days	7,321/-/-	40

These Seminars were  
held during 1955-56  
and 1956-57.

## APPENDIX V

(vide para 94)

*Statement showing the details of the 24 Research Projects approved during the year 1956-57*

State	Name of Institution	Research Project.	Amount Sanctioned
I	2	3	4
ASSAM	1. Gauhati University	1. Follow-up study of teachers in training	Rs. 3,060
BOMBAY	2. Baroda University	2. Educational & Vocational Guidance	16,915
		3. Construction and standardisation of sets of Achievement Tests in Secondary School subjects according to the Revised Syllabus for examination reform.	
	3. Gujarat University	4. Wastage in Secondary Education & Teaching of Mathematics	
	4. Karnatak University	5. Preparation and Standardisation of Achievement Tests	952
	5. Poona University	6. Visual Education	22,858
KERALA	6. Travancore University	7. Achievement Tests for different classes in Malayalam, English, Mathematics, Science History and Geography.	No fresh grant was necessary during 1956-57
MADRAS	7. University of Madras.	8. Construction of Standardised Intelligence Tests.	
		9. Standardisation of some aptitude tests.	6,550

1	2	3	4
	8. Ramakrishna Mission Vidyalaya, Training College, Coimbatore.	10. Formulation of New Type Tests.	9,107
MYSORE.	9. Mysore University	11. Construction and administration of interest lists and questionnaire.	No fresh grant was necessary during 1956-57
		12. Preparation of Teachers' Handbook to accompany educational film strips.	
ORISSA .	10. Utkal University	13. Teaching Science Scientifically.	5,050
		14. Study and scrutiny of English syllabus.	
PUNJAB .	11. Govt. Training College, Jullundur.	15. Research in teaching methods play centred and toy centred education.	No fresh grant was necessary during 1956-57.
RAJAS- THAN	12. Vidya Bhawan Teachers' Training College, Udaipur.	16. An investigation into the causes of indiscipline among students in Rajasthan.	5,500
		17. The incompatibility of the present educational system with the requirements of a democratic social order.	
UTTAR PRA- DESH	13. D. S. College, Aligarh.	18. Interest Inventory in Hindi	2,300
	14. Balwant Rajput College, Agra.	19. Construction of Achievement Tests in English and Mathematics.	1,624
	15. University of Allahabad.	20. Library Survey.	13,950
		21. A study of the causes of failure in High School examinations in U.P.	
		22. A survey of the load of work on Secondary School teachers.	

1	2	3	4
<b>WEST BENGAL</b>	16. Calcutta University.	23. Preparation of objective Tests in Hindi and Civics	2,500
	17. Indian Institute of Technology, Kharagpur.	24. The effectiveness of Board and University Examinations in India and suggestions for their improvement.	5,055
<b>TOTAL</b>			<u>76,067</u>

## APPENDIX VI

(vide para 110)

*List of non-official organisations which have set up guidance bureaux and the grants sanctioned to each during the last three years.*

Name of Institution		Grant sanctioned
		Rs.
<b>1955-56</b>		
1. Manava Bharati, Mussoorie . . . . .		9,478
2. Balwant Rajput College, Agra . . . . .		5,874
<b>1956-57</b>		
1. Dr. Alagappa Chettiar Training College, Karaikudi .		1,033
2. Balwant Rajput College, Agra . . . . .		2,645
3. Y.M.C.A., Bangalore . . . . .		2,160
4. D.A.V. Higher Secondary School, New Delhi . .		2,100
5. Manava Bharati, Mussoorie . . . . .		13,336
6. Jeevan Bharati, Surat . . . . .		10,411
7. Raisina Bengali Higher Secondary School, New Delhi		2,752
<b>1957-58</b>		
1. Y.M.C.A., Bangalore . . . . .		3,294
2. Raisina Bengali Higher Secondary School, New Delhi		2,000
3. Balwant Rajpur College, Agra . . . . .		2,500

## APPENDIX VII

(Vide para 140)

*Statement showing the number of candidates who appeared for the written test for merit scholarships in Public Schools and who were called for interview during the last 3 years.*

Year	No. of candidates who appeared for the Written psychological tests at various Examina- tion Centres.	No. of candidates who appeared for inter- view at various Examina- tion Centres	The States that fall within the jurisdic- tion of each exam. Centre.
1	2	3	4
1955-56			
Ajmer . . . . .	46	38	Ajmer, Delhi, Rajas- than.
Allahabad . . . . .	85	49	U. P. (part of) Bihar, Vindhya Pradesh & (Part of) Madhya Bharat.
Ambala . . . . .	269	75	Punjab, Pepsu, Hima- chal Pradesh & Jammu & Kashmir.
Bombay . . . . .	62	27	Bombay (part of) Hy- derabad.
Calcutta . . . . .	92	48	West Bengal. (part of) Bihar, Orissa, and Andaman & Nico- bar.
Gauhati . . . . .	63	33	Assam Manipur, Tri- pura Sikkim.
Hyderabad . . . . .	33	24	Hyderabad and (parts of) Mysore, Andhra Bombay & Orissa.
Madras . . . . .	94	47	Madras (part of) An- dhra Travancore Cochin.



1	2	3	4
Nagpur . . . .	60	25	Madhya Pradesh, Bhopal (part of) Madhya Bharat.
Rajkot . . . .	25	14	Rajkot, Saurashtra (part of) Rajasthan & Kutch.
	<u>829</u>	<u>380</u>	
1956-57			
Ajmer . . . .	113	48	Ajmer, Delhi, Rajasthan.
Allahabad . . . .	83	39	U. P. (Part of) Bihar, Vindhya Pradesh and (part of) Madhya Bharat.
Ambala . . . .	166	81	Punjab, Pepsu, Himachal Pradesh, Jammu & Kashmir.
Bombay . . . .	60	21	Bombay (part of) Hyderabad
Calcutta . . . .	122	51	West Bengal (parts of) Bihar, Orissa, and Andaman & Nicobar.)
Gauhati . . . .	50	24	Assam, Manipur, Tripura & Sikkim.
Hyderabad . . . .	62	35	Hyderabad and (parts of) Mysore, Andhra Bombay & Orissa.
Jabalpur . . . .	50	18	Madhya Pradesh, Bhopal (part of) Madhya Bharat.
Madras . . . .	84	33	Madras (part of) Andhra.
Rajkot . . . .	19	10	Rajkot, Saurashtra (part of) Rajasthan & Kutch.
Trivandrum . . . .	22	9	Travancore Cochin, Coorg, (part of) Mysore.
	<u>831</u>	<u>369</u>	
1957-58			
Ajmer . . . .	74	37	Ajmer, Delhi, Rajasthan.

1	2	3	4
Allahabad . . . .	86	44	U. P. (part of) Bihar- Parts of M. P. ori- ginally included in Vindhya Pradesh and Madhya Bha- rat.
Bombay . . . .	49	19	Bombay.
Calcutta . . . .	108	58	West Bengal (part of) Bihar, Orissa and Andaman & Nico- bar.
Gauhati . . . .	23	18	Assam, Manipur, Tri- pura & Sikkim.
Hyderabad . . . .	53	26	Andhra and (parts of) Mysore, Bombay and Orissa.
Jabalpur . . . .	38	12	Madhya Pradesh.
Jullundur . . . .	96	40	Punjab, Himachal Pradesh & Jammu and Kashmir.
Madras . . . .	101	41	Madras, (Parts of) Andhra & Kerala.
	<u>628</u>	<u>295</u>	

## APPENDIX VIII

(vide para 140)

*Statement showing the avocation and also the income groups of parents of students in receipt of merit scholarships in Public Schools.*

**Category A**—Income of Rs. 1200/- P. M. and above...No Exemption from School fees.

D. I. G. of Police.

**Category B**—Income from Rs. 600 - to Rs. 1199/- P. M. ..Exemption from half School fees.

Executive Engineers in State P. W. Ds	7
Supdt. Govt. Railway Police	1
Civilian Class I Officers in the Govt. of India and States.	6
Defence Service Officers.	3
First Class Magistrate	1
Professors in Universities etc.	5
Industrial Executive (Private)	1
Chartered Accountant	1
Doctor	1
Communication Officer.	1
Businessman	1

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**Category C**—Income from Rs. 251/- to 599/- P.M. Full..Exemption from School fees.

Section Officers, Govt. of India	}	11
States Officials of equivalent status.		
Assistants, P. As., Clerks (Govt. & Private)		28
Defence Service Officers		5
Railway Officials (Technical)		2
Income Tax Officers		3
P.W.D. Officials		3
P. & T. Officials		1

Asstt. Registrar, Co-operative Societies . . . . .	1
Judicial & Revenue Officials (State) . . . . .	4
Teachers/Lecturers (Govt. & Private) . . . . .	8
Headmasters (Govt.) . . . . .	3
Asstt. Inspectors of Schools . . . . .	2
Doctors (Govt. and Private) . . . . .	11
Industrial Engineers/Workers (Private) . . . . .	6
Businessmen . . . . .	7
Accountants (Govt. and Private) . . . . .	4
Lawyer . . . . .	1
Librarian . . . . .	1
Magistrate . . . . .	1
Member Parliament . . . . .	1
Oath Commissioner . . . . .	1
Research Officer . . . . .	1
Translator (Govt. Press) . . . . .	1
Retired Distt Inspector of Schools . . . . .	1
	<hr/>
	101

*Category D—Income between Rs. 101 - to Rs. 250 P.M. Full Exemption from School fees & clothing allowances.*

Clerks (Govt. & Private). . . . .	25
Railway Officials . . . . .	1
Defence Services, non-Commissioned personnel . . . . .	3
Inspector, Co-operative Societies . . . . .	1
Excise Inspector . . . . .	1
Teachers (Govt. & Private) . . . . .	9
Doctors (Govt. and Private) . . . . .	3
Mechanics (Private Industries) . . . . .	3
Businessmen . . . . .	7
Auditor (Private) . . . . .	1
Estate Supervisor (Private) . . . . .	1
Agriculturist . . . . .	1
Plender. . . . .	1
	<hr/>
	57

*Category E.—Income between Rs. 75 - to Rs. 100 - P.M. Full Exemption from School fees, clothing allowance & T. A.*

Clerks (Govt. & Private) . . . . .	5
Peons . . . . .	1
Doctors . . . . .	2

Teachers (Govt. & Private).	4
Agriculturists	2
Pensioner.	1
	<hr/> 15

Category F.—Income less than Rs. 75 - p.m. .... Full Exemption  
from School Fees, clothing allowance T. A. & Pocket money.

Teachers (Govt. & Private)	2
Pleaders	2
Doctors	1
Retired Govt. Servants	3
Businessmen	4
Agriculturists.	5
Private Service	1
Salesman	1
Peon	3
	<hr/> 22
GRAND TOTAL	<hr/> 223

N. B.—223 Scholars are at present studying in the various Public Schools  
under the scheme of Merit Scholarships in Public Schools.

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## APPENDIX IX

*Statement showing the summary of conclusions/recommendations*

Sl. No.	Reference to para No.	Summary of conclusions/recommendations
1	2	3
1	19	The Ministry should see that the pace of progress in the field of reconstruction of secondary education is uniformly ensured in all the States, specially in those areas which were lagging behind.
2	24	<p>The Committee understand that most of the present difficulties in the matter of educational administration in the Union Territories were due to the fact that there were four hurdles to cross viz. the Ministry of Home Affairs, the Chief Commissioner, the Chief Secretary and lastly, the Director of Education. The Committee make the following recommendations in this regard:—</p> <p>(a) The existing procedure for sanctioning grants should be so modified that the voluntary institutions duly recognised for grant-in-aid by the Directorate, receive the grants in time.</p> <p>(b) For sanctioning of staff for Government and private aided schools a simpler formula should be evolved whereby for additional intake the sanction for staff follows automatically and that the Government aid to such institutions is based on the approved strength of staff and the approved items of amenities.</p> <p>(c) While assessing the amount for grant-in-aid to voluntary institutions, Education Directorate should consider the feasibility of exempting funds raised by them through private donations for providing additional facilities in cultural and scientific subjects not included in the ordinary curriculum.</p> <p>(d) The feasibility of starting short term courses for untrained teachers should be examined.</p> <p>(e) The question of delegating some powers to the Director to appoint teachers for a period of 2 to 3 months from an approved panel may be given earnest consideration as this would go a long way in removing the present difficulties.</p>

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(f) There should be a certain quota of teachers fixed as leave reserve including lady teachers proceeding on maternity leave.

(g) The question of the work load of inspecting staff should be examined in detail by a suitably constituted departmental committee and a proper revised quota laid down to ensure regular and intensive inspection of all schools.

(h) In the future programme of construction of school buildings in the Capital, priority should be given to providing pucca inexpensive type of buildings to schools, which are at present housed in tents.

(i) The provision for furniture and equipment should be determined according to the number of students in a school every year and financial allocation for additional requirements should be made in the school budget accordingly.

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The Committee note that there is wide disparity in the administration of secondary education in the Union Territories and that wherever there is a Director of Education, he functions under the control of the Secretary (Education) of the Administration. The Committee would suggest that the administrative set-up in the entire field of education in the Union territories should be reviewed in the light of the recommendations pertaining to Boards of Secondary Education made, by the Secondary Education Commission with a view to importing reasonable uniformity and expediting educational reconstruction on the accepted lines. The Committee are of the opinion that the progress of education in the Union territories should be such as can be held out as an example to the States.

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The Committee suggest that the Ministry's proposal to combine the functions of the Director of Education and the Education Secretary of the Administration in one person should be tried in Delhi, and if found conducive to efficient working, the principle should be extended to other Territories also. Further, the Committee would recommend that the Home Ministry should delegate all powers in the field of education in the Union Territories to the Ministry of Education in so far as the responsibility for the guidance and general supervision of the educational administration is concerned.

1	2	3
5	29	The Committee suggest that the feasibility of entrusting the work of the reconstituted Central Board of Secondary Education, Ajmer to the All India Council for Secondary Education should be examined. The Committee would further suggest that efforts should be made to hold an examination of an all India character through the agency of this Board which should be equivalent to the existing Senior Cambridge Examination.
6	35	The Committee regret to note the lack of progress in the Union Territories in the matter of establishment of multipurpose schools and hope that this will be given the attention it deserves, in future.
7	36	The Committee feel that the number of schools to be converted into multipurpose schools during the Second Plan is too inadequate to meet the educational needs of the country. They, therefore, suggest that the position should be reviewed by the Ministry in consultation with the State Governments to accelerate the pace of conversion. The Committee suggest that all well established institutions which are in a position to be converted into multipurpose schools, should be encouraged and induced to take this step.
8	37	The Committee suggest that the Ministry should undertake a field survey to evaluate the working of the multipurpose schools so that the existing drawbacks can be studied and remedial action taken.
9	38	The Committee consider it unfortunate that the progress in the establishment of multipurpose schools in different States has been very uneven. The Committee would suggest that the Ministry should help the States to prepare a phased programme for the establishment of multi-purpose schools. In this connection the Committee reiterate the recommendation of the All India Council for Secondary Education made in their fifth meeting that the State Governments may be invited to set up at least two or three model multipurpose schools in each State where several of the practical courses contemplated in the scheme of multipurpose schools could be provided. Such schools would not only serve the needs of differing aptitudes of pupils but also as models for other institutions offering such courses.
10	39	The Committee suggest that the question of keeping track of students passing out of the multipurpose schools should be tackled satisfactorily with a view to finding out how far the objectives for which the schools were set up had been achieved.



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- 11      41      The Committee appreciate the steps taken by the Ministry to overcome the shortage of trained teachers for multipurpose schools but apprehend that these steps would not be sufficient to meet the shortage. They, therefore, suggest that a scientific assessment of the requirements of trained teachers for the higher secondary and multipurpose schools should be made without delay. Thereafter, the Ministry should explore all avenues for increasing the supply of suitable teachers by adding to the number of existing training institutions, by introducing shift system wherever feasible, by adding an extra wing in the existing institutions, by expanding considerably the seminar-cum-training courses in practical subjects and lastly, if need be, by importing a few experienced technicians from outside and putting them in charge of special courses that are going to be introduced.
- 12      42      The Committee are further of the view that suitable schemes might be prepared for the training of teachers for multipurpose technical schools, on the lines of the Teachers' Training Scheme worked out by the Department of Scientific and Technical Education for training of teachers for engineering and technical institutions.
- 13      46      In view of the serious defects of the traditional type of secondary education pointed out by the Secondary Education Commission, the Committee recommend that the opening of traditional types of new high schools should be discouraged. At the proposed rate of conversion of the ordinary high schools into higher secondary schools, it would take approximately 50 years to complete the conversion—a situation which cannot be viewed with equanimity. The Committee would, therefore, suggest that the position should be reviewed by the Education Ministry in consultation with the State Governments and a revised programme of conversion chalked out to ensure that the new generation gets secondary education suitable to the needs of the country.
- 14      50      The Committee are of the opinion that it would be advisable to separate the administrative and Secretariat functions in the various Ministries, as far as possible. Of late, with the growth in the concept of a Welfare State, the Secretariat has tended to acquire more and more power to itself with the result

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that the line of demarcation between the Secretariat and administrative functions has got blurred and power has tended to be accumulated in the hands which are not fully competent to deal with it. It is necessary now to take stock of the situation and revert to the original conception of a Secretariat Organisation that is one which should confine itself only to laying down policies and performing supervisory, coordination and research functions. The actual administration need, to be decentralised to a greater extent.

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The Committee recommend that the All India Council for Secondary Education should be reconstituted as an autonomous corporate body on the lines of the All India Council of Agricultural Research comprising of:

(a) A Governing Body under the Chairmanship of the Central Minister of Education consisting of representatives of the States at Ministerial level, Members of Parliament and eminent educationists. This body will be responsible to deal with all matters in the improvement and reconstruction of secondary education including disbursement of grants to various States and institutions in the country;

(b) An Advisory Board to assist the Governing Body in the discharge of executive functions with more or less the existing composition of the All India Council for Secondary Education.

The Advisory Board will initiate all schemes in the field of secondary education, which will be finally approved and sanctioned by the Governing Body including allocations of funds for the same.

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The Committee recommend that the All India Council for Secondary Education should take active steps to have some sort of independent evaluation of the progress made in the implementation of various schemes and projects in the schools and colleges whose representatives participated in the seminars or the workshops. The Committee would further recommend that a few seminars and workshops should be exclusively organised for teachers of different subjects on regional basis under the supervision of a team of experts on those subjects, in order to improve the teaching methods in secondary schools.

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| 17 | 61 | The Committee would like to put in a word of caution regarding the "Seminars" and 'Workshops'. If they are not to be merely sources of diversion for participants at State expense but are to serve a really useful purpose, they must invariably be preceded by adequate spade work and followed by concrete useful steps. This would naturally mean that their frequency would be comparatively less. The expenditure on their account should also be kept to the minimum. Perusal of the statement at Appendix IV shows that the expenses incurred on various seminars fluctuate widely and that there is scope for reduction in expenditure on this account.  |
| 18 | 71 | The Committee, while appreciating the efforts of the Ministry in opening extension service departments in various training colleges, would suggest that the feasibility of covering the remaining training colleges in the country by the extension services during the Second Plan should be examined. They also suggest that the effectiveness of the results achieved so far should be carefully assessed. Thereafter the question of enlarging the radius of operation of extension services should be examined.  |
| 19 | 73 | The Committee would like the Ministry to satisfy itself that the proposals made by the Secondary Education Commission that 'general science' courses should be formulated for the middle stage and in the high school stage there should be a specialised re-orientation of the science courses and that physics, chemistry and biology should be taught as independent subjects, are accepted and implemented throughout the country.  |
| 20 | 75 | The Committee consider the project undertaken by the Ministry of Education in collaboration with the Ford Foundation, the United States Educational Foundation in India, the British Council and the Canadian High Commission, to strengthen the teaching of science in secondary schools, to be a very good scheme and hope that it will yield beneficial results. They suggest that each of the forty trainees may be requested to submit a brief report of their experiences, with special reference to the field of the teaching of science. Some of these reports may then be suitably edited and published. The publication should then be circulated to all the secondary schools through the State Governments. These forty science teachers, |

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on their return after training should also be deputed to some other schools for short durations, so that they may be useful in toning up science teaching in large number of schools.

- 21      77      While the Committee appreciate the idea of seminars (and workshops), they feel that these should be preceded by suitable preparation and followed by a subsequent 'follow up' action. Particularly in respect of the seminar on Teaching of Science held in June 1956, the Committee would like the All India Council for Secondary Education to collect information about the action taken on each recommendation by each State Government.
- 22      79      The Committee hope that the Science Committee will function vigorously and bring about the much needed improvement in the teaching of science in schools by the end of the Second Plan. It would be useful for the Ministry to obtain periodical reports from the State Governments on the action taken on the various recommendations of the Science Committee.
- 23      81      The Committee would like the head of the institution to take a personal interest in the proper development of the science club of his institution so that these clubs fulfil the objective of fostering genuine abiding interest in science in a large number of students who would be the future scientists of the country.
- 24      83      The Committee hope that the Central Science Club will serve as a model for developing interest in science in secondary schools all over the country.
- 25      84      The Committee recommend that the standardisation of scientific instruments required for the schools and colleges and an assessment of their annual requirements may be completed early, so that adequate provision for the manufacture of these instruments may be made without loss of time and without any unnecessary duplication of effort.
- 26      87      The Committee hope that the All India Science Teachers' Association and the Science Committee will work in close liaison with each other and strive to take some concrete steps to improve the existing standard of science teaching in schools.

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- 27 88-89 . The Committee consider that one way of overcoming the shortage of trained personnel for teaching science would be to ask one of the International agencies to give some expert science teachers on loan and to utilise their services in an allotted area for improving science teaching in the schools there. After completing the task in one area, the team of experts may be moved to another area and thus the whole country may be covered.

The expert teachers may first be deputed to the Central Training College in the allotted area to give necessary practical training in science teaching to the teachers of science. Thereafter the team may move to the schools and observe personally the work of science teachers in that area and impart on-the-spot instructions wherever considered necessary. This would not only train more science teachers but would also qualitatively improve the science teaching.

- 28 91 To relieve the financial burden on schools and with a view to developing their science teaching, the Committee would suggest that the scientific instruments imported from abroad for the use of schools and colleges, including multipurpose schools, may be exempted from the payment of customs duty so long as their manufacture in the country on an adequate scale is not possible. The Committee would further recommend that contributions for development of secondary schools, specially for opening science wings in the existing schools be exempted from income tax. As a matter of fact, the Committee would like to see this principle extended to all contributions for development of education.
- 29 93 The Committee would suggest that the representatives of the training colleges which are not receiving grants may also be permitted to participate in the seminars to review progress in research projects and to plan and co-ordinate research in secondary education, if they so desire.
- 30 98 The Committee appreciate the efforts of the Ministry in the direction of encouraging research in the field of secondary education. They recommend that the results of research should not remain confined within the four walls of the institution where research is done. Wide publicity should be given to the results and they should be applied on a wider scale so that in due course all the schools may benefit.

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31	102	The Committee are of the opinion that the Ministry should take concrete steps for improving the existing system of examinations as recommended by the seminar on examinations held at Bhopal in February, 1956. The Ministry should particularly ensure that these measures are introduced expeditiously in the Union Territories which are directly under their charge.
32	106	The Committee suggest that the filmstrips prepared for guidance purposes in collaboration with the T.C.M. may be shown in all the secondary schools in rotation.
33	107	The Committee suggest that steps may be taken for early implementation of the important recommendations of the working conference on Educational and Vocational Guidance in multipurpose schools held at Ootacamund in June, 1956.
34	114	The Committee suggest that the proposal to organise post-graduate courses in educational and vocational guidance to train whole-time counsellors may be finalised expeditiously.
35	115	The Committee suggest that the Ministry should take steps to evaluate the working of the various educational and vocational guidance bureaux, so far established with a view to see whether they are properly functioning and whether any concrete benefit is accruing to the students in the field of proper guidance for educational and vocational purposes.
36	127	The Committee feel that the average expenditure per student in the Central Institute of Education is on the high side. The Committee would, therefore, suggest that the feasibility of admitting more students may be examined.
37	129	The Committee would suggest that the Governing Body of the Central Institute of Education should be given wider powers and the control of the Ministry over its working should be kept to the absolute minimum.
38	131	The Committee note with regret that the Central Institute of Education has been functioning more or less as a training college for teachers. No appreciable progress has been made in the field of research and higher studies in the training of teachers. It is

unfortunate that the original idea behind the establishment of the Institute has not been worked in practice and any efforts in that direction have not met with success. The Committee, therefore, recommend that if the Institute is to function properly, it must devote itself primarily to research work and be a feeder in advance studies of techniques, training and educational standards for the training institutions all over the country. It should be staffed with people of very high calibre and should encourage research on teaching which is at present in a neglected state.

- 39      132 The Committee suggest that the training of teachers should be so devised that it is in keeping with the circumstances and conditions prevailing in the various schools from which the teachers come. Alternatively, it should be arranged that the schools where teachers trained in modern methods of study are posted, provide the facilities so that their training is suitably utilised.
- 40      133 The Committee feel that the teachers should be trained in the Institute in the background of Indian standards and Indian traditions. For this purpose, importation of charts, literature and other material from foreign countries should be properly screened so that only really useful material is put up in libraries. It is also necessary that as far as possible such charts and pictorials should be made in India.
- 41      138 The Committee are generally in agreement with the observations of the Secondary Education Commission in regard to public schools and would also like to stress that the following two principles indicated by the Commission should be borne in mind in the working of the public schools:
- (i) The Public school should not be a special or exclusive institution. It must have its roots in the soil of the country and must generally conform to the normal pattern of national education.
  - (ii) Public schools should place due stress not only on the spirit of sportsmanship but also on all other important aspects of citizenship, the dignity of labour and social sense. They should also take care to see that their general educational life is in conformity with Indian culture, traditions and outlook.

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To achieve these ends, the Committee suggest that a suitable inspecting machinery may be evolved in consultation with the Indian Public Schools Conference.

- 42      142      The Committee recommend that, adequate publicity should be given to the scheme of merit scholarships in public schools by giving advertisements in English and regional language newspapers.
- 43      143      The Committee recommend that the centres of interview for merit scholarships in public schools should be located, if possible, in each State where there are students to be interviewed or in such a way as the children may not have to go long distances.
- 44      144      The Committee recommend that public schools may be persuaded to throw open certain percentage of seats for admission to such students whose parents fail to register their names in time and who are otherwise meritorious, such students being admitted through competitive examinations held each year in every public school. Adequate publicity should also be given to such competitive examinations.
- 45      146      The Committee recommend that the Ministry should take expeditious steps to introduce Gandhian teachings in the curricula of schools and colleges including public schools to fill up this lacuna.
- 46      148      The Committee would suggest that steps should be taken by the Ministry to impart moral instruction in schools on the lines laid down by the Secondary Education Commission to improve discipline and to develop the character of the youth of the country.
- 47      150      The Committee suggest that the Ministry should help the secondary schools particularly in rural areas by granting loans for the construction of hostels on easy terms as proper educative environment does not at present exist in many rural homes.
- 48      152      The Committee are sorry to note that the Centre has no special scheme for promotion of girls' education at the secondary stage. The Committee recommend that the Ministry should have a census of girls' middle schools and formulate and present a scheme to the



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States for the upgrading of such schools to high schools with Centre's assistance on an agreed basis. The Committee are sure that this will give a fillip to women's education.

- 49      153      The Committee also agree with the opinion of the Secondary Education Commission that where it is possible, separate schools for girls should be established as they are likely to offer better opportunities than the mixed schools to develop their physical, social and mental aptitudes and all States should open such schools in adequate numbers. But it should be open to girls whose parents have no objection in this matter to avail themselves of co-educational facilities in boys' schools.
- 50      155      The Committee recommend that the Ministry should have a perspective plan for the training of secondary school teachers and should be able to say as to what period it would take them to have trained teachers in all the secondary schools in the country. Similarly, the Ministry should plan in advance for gradually improving service conditions of teachers as suggested by the Secondary Education Commission, specially the triple benefit scheme, with a view to attracting right type of persons to the teaching profession. Facilities such as housing, free medical attendance and free education for their children should be given to teachers of secondary schools on the same lines as recommended by the Committee for primary teachers in their report on Elementary Education.
- 51      156      The Committee feel that the Educational Codes of States should be completely revised instead of being amended piecemeal from time to time. The Committee have already recommended the desirability of having a common educational code for all the Union Territories. The Committee further recommend that the Ministry should persuade the States to revise the Educational Codes in the light of changed circumstances and if necessary, it may prepare a 'model code' and circulate the same to State Governments for their guidance in revising their own Codes.
- 52      157      The Committee note that corporal punishment in upper middle and high schools in Delhi area has been officially recognised as per Rule 78, Article 191 of the Punjab Education Code. The Committee

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are not in favour of inflicting corporal punishment on children. They recommend that the Ministry should collect information in this regard from all the States and have the present policy revised in the light of the modern psychological and educational thought. The Training Colleges should, through seminars, discuss the question of improving discipline without resorting to corporal punishment. This may even be taken up as a subject of research by the Central Institute of Education and other Training Colleges.

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