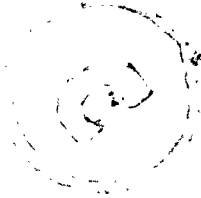


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XXXII ALL-INDIA EDUCATIONAL CONFERENCE, MADRAS

Address of Welcome delivered by

Sri C. SUBRAMANIAM,

*Minister for Education and Finance, Government of Madras
and Chairman, Reception Committee.*

Dr. Deshmukh and Friends,

1. It is my privilege, as Chairman of the Reception Committee, on behalf of myself and my colleagues on the Reception Committee, to extend to all of you a most hearty welcome to the City of Madras. It is, indeed, a significant sign of the times, that this Conference which, in the past used to be attended by only a relatively small band of enthusiasts should, in recent years number its delegates in thousands. A great many among you have come from many distant parts of India. Though my colleagues have not spared any effort to make all arrangements necessary for making your short stay in our City both comfortable and useful, it is possible (in view of the numbers involved) that there may be some shortcomings and inconveniences. I do hope they will not be many; and that, if there are you will overlook them, being assured of our sincere desire to do our best and make you feel at home in our midst.

2. Madras State has reason to claim a special and particular relationship to this Conference; because, the idea of such a conference as a durable organization serving the progress of education on an All-India basis originated in the mind of a Madras educationist—Professor

Seshadri. It was through the efforts of Professor Seshadri and two or three of his fellow-workers that the All-India Federation of Teachers' Associations came into being 32 years ago and this series of Annual All-India Conferences was started.

3. The fifth of this series of Conferences was the first to be held in the City of Madras. On that occasion, the Chairman of the Reception Committee was the late Rajah of Chettinad, the founder of Annamalai University. The President of the Conference was the late Sir P. S. Sivaswami Aiyar, one of the earliest among the Indians who held office as a member of the Provincial Governments of those days. This was in 1929. Sixteen years later, in the year in which the Second World War ended, the Conference was held again in this City. On that occasion the Chairman of the Reception Committee was Dr. Lakshmanaswami Mudaliar, the Doyen of two great professions in South India—Medicine and Teaching. The President of the Conference was Dr. C. P. Ramaswami Aiyar whose rich experience even then had covered a wide and varied field including Law, Politics, public administration and education. In the following year, when the Conference was held in Trivandrum, these two distinguished sons

of Madras were there, with their roles exchanged; Dr. Ramaswami Aiyar welcomed the delegates and Dr. Lakshmanaswami Mudaliar delivered the Presidential Address.

4. I have been going through the printed reports of the proceedings of these old conferences and have been greatly impressed by the value of these proceedings. The discussions were organized very efficiently, in a large number of Sectional Conferences which were held to consider a large number of papers which had been ably prepared by experts in the different fields. The results of discussion in the Sectional Conferences were reported back to the main conference which considered them and passed various resolutions. After perusing these proceedings, I began to wonder why it became necessary in recent years, for Commissions and Committees appointed by the Government of India or State Governments to go out and collect evidence. The entire ground seems to me to have been covered by the printed proceedings of these Conferences.

If, as a result of your deliberations during the next few days, a report emerges which is as systematic and as comprehensive as the reports of the old conferences, I am sure it will make a very significant contribution to the solution of the numerous problems which are confronting the educational world today.

5. It is usual, on occasions like the present, to refer to the exceptional character as well as the momentous nature of the current problems which the Conference is called upon to deal with. And there is no doubt that there is a sense in which the present occasion is of particular importance in the march of educational progress in India. But, as the result, mainly of my study of your past proceedings, I feel tempted to draw attention, not so much to any exceptional feature or novelty of current problems, as to their apparently chronic character and durable persistence, over a long period. No less than 28 years ago when this Conference was first held in Madras,

the President (Sir P. S. Sivaswami Aiyar) reviewed the problems of his time, in the light of the Hartog Committee's Report. As usual, Elementary Education came first and the President referred almost at the outset of his remarks to the rapidity with which public expenditure on elementary education had been increasing. He raised what he called the "pertinent question", whether the country had obtained an adequate return for the expenditure and whether there had been a *proportionate increase* in what the Committee had described as "*effective and permanent literacy*". The finding on the question was clear—there was an "immense waste of money and effort". The remedies to be applied were listed; a minimum period of at least four years of compulsory attendance had to be prescribed; more teachers were needed and their qualifications and training had to be improved. And it was noted that these measures "imply the need for a still larger expenditure upon the attainment of these objects".

6. Turning next to secondary education the President put his finger first on the well-known problem which he described as "diverting unfit students from the University". The old system of 'Matriculation' had been replaced a few years earlier by what is known as the 'school final' system. Such diversion was one of the declared aims of the new system. The President declared that it was already clear that the new system had failed to secure the purpose. "The enormous wastage of students during the University Course", the President went on to say "is a proof either of the inefficiency of the system of secondary education, or of the unfitness of many of the students who complete the secondary course for collegiate study. Even those who go through a successful course in the University, successful in the sense of obtaining a degree, are found to be sadly deficient in many respects. Not merely is there a marked deterioration in the knowledge of English of the average graduate but there is a lamentable deficiency in the essential elements of a liberal culture. There is a lack of

interest in things in general; there is no spirit of intellectual curiosity and no taste for reading. The range of reading of the average graduate seldom extends beyond the local newspapers or a few novels. If an attempt is made to widen the subject of study or to raise the standard of examination, it gives rise immediately to a storm of agitation in the Press and even in the Senate. Expert opinion seems to incline to the view that the fault lies not in the system of collegiate education, but in the system of secondary education. How to improve the system of secondary education is, therefore, one of the most important problems you have to consider". You may, perhaps, be thinking at the moment that these are my views and I am asking you in this Conference to consider them. That is not the case. I am merely quoting from the address delivered by Sir P. S. Sivaswami Aiyar in this same City to your predecessors in this Conference, no less than 28 years ago.

7. I shall quote some more—"Perhaps the most important problem to be faced by educationists is the correlation of education to employment . . . Neither the Government service nor the learned professions can offer any prospects to the hundreds of graduates who are manufactured by the Universities every year . . . In the interest of the large majority of our young men it is necessary that they should be diverted to industrial, commercial or agricultural walks of life and educated for those walks. The improvement of the system of secondary education and the provision of facilities for vocational training appear to be the most urgent need of the hour . . . The attainment of these objects may require a lengthening of the secondary course and the inclusion of certain compulsory subjects of study. In any case the methods of teaching will have to be greatly improved".

8. You cannot fail to be struck, as I am, by this remarkable echo from the past. These are the criticisms and these are the suggestions which we have heard again and again during the last few years.

What are we to infer from the continued persistence over a generation of disorders in the educational system for which the diagnosis and prescription have been available all along? Does it mean that the Governments of the country have been neglecting the educational system? Or does it mean that the entire teaching profession of the country is unequal to its tasks? Is the educational system suffering from some deep-seated ailment which has become chronic and irremediable? I wish to put before you the view that these depressing conclusions are incorrect; and we shall be doing no service to the cause of education by giving currency to them. It is necessary and proper that the educational system should be subjected to criticism. That is the only way of keeping the system adapted to the needs of changing conditions. But it is necessary, at the same time to preserve a sense of proportion and adopt a correct perspective. As a corrective to the criticisms which I have cited, let me tell you another story, the story of rapid and continuing progress that is taking place over the whole field of education. For the facts of this story, I am turning to my own State of Madras. But that is only because I am familiar with them. We in Madras are only typical and in no way exceptional. I have no doubt that you will find the same story repeated from nearly every other State in India.

9. In 1938-39, the last year before the Second World War, the Government of Madras spent 2 crores and 62 lakhs on Education. Let us compare that with 1950-51, some three years after we attained Independence and just before the First Five-Year Plan came into force. In that year, the Government of Madras spent 10 crores and 43 lakhs. The annual expenditure had become quadrupled within twelve years. It is true that during the intervening period, a world war had been waged and prices had risen and the purchasing power of the Rupee had fallen. But even when you allow for it, the increase was quite substantial. But, I wish to draw your attention to something which is even

more important; a new tempo of rising expenditure had come into being. During the very first year of the First Plan period, the level of annual expenditure had risen from 10 crores and 43 lakhs to very nearly 12 crores. During the following year the old Madras State was partitioned and Andhra was separated. The increase from year to year continued to take place in the separated parts, with the result that during the last year of the First Plan period, Madras State had 40 per cent fewer people to educate than in the first year, and yet spent the same amount. Recently, we have had a further reorganization, the Malayalam and Kannada speaking districts have been separated. And yet, during the current year (1957-58), we have provided a sum of 11 crores and 42 lakhs in our budget. As recently as three years ago, it was sufficient for us to provide only 9 crores and 19 lakhs and that too for a somewhat larger population.

10. The total expenditure on the maintenance of schools and colleges and other educational facilities is not, of course, met exclusively from State Government funds. Recently, the Central Government have also begun to lend a helping hand. District boards and municipalities are devoting a large portion of their funds to education. These sources exhaust the contribution of what may be called the "public sector" of education. Then there is the contribution of the "private sector" consisting largely of fees paid by pupils and supplemented by private benefactions. I have got a calculation made for the last three years of the First Plan period for which complete figures are available. After excluding the districts of Malabar and South Kanara (which are no longer in this State), I find the total expenditure during 1953-54 was 13 crores and 52 lakhs, out of which 4 crores and 6 lakhs came from the private sector and 9 crores and 48 lakhs came from the public sector. During the following year (1954-55) the total had risen to 14 crores and 73 lakhs, out of which 4 crores and 28 lakhs came from the private sector, while the charge on the public sector had increased

to 10 crores and 45 lakhs. The next year-total was 16 crores and 60 lakhs, out of which the private sector contribution was 4 crores and 51 lakhs, while the public sector contribution rose to 12 crores and 9 lakhs.

I can summarize the position reached at the end of the First Plan period by saying that the total expenditure was increasing at such a tempo that each year it was necessary to find $1\frac{1}{2}$ crores more than the preceding year. The private sector contribution was increasing by less than a quarter of a crore. Practically the whole of this rapidly increasing burden of educational expenditure was falling on the tax-payer.

11. There is no mystery about why the tempo of increase has been accelerating in this manner. This has happened because the people are insistently knocking at the doors of all the schools and all the colleges and all the other educational institutions and demanding admission of pupils in numbers which are larger every year than in the preceding year. The tempo of increase in enrolment of pupils is, I think, roughly of the order of 2 lakhs of pupils more each year than in the preceding year. As the number of pupils increases, the schools and colleges are employing a correspondingly increasing number of teachers. As, unfortunately, the cost of living has also been on the increase, we have to meet the cost not only of more teachers but also of more pay, (or at least more dearness allowance) for all the teachers.

12. What is the lesson to be drawn from these unmistakable signs of rapid and accelerating expansion; signs which, as I said, are visible not only in Madras State but also (to the same extent if not more) in all other States of India. There are many lessons to be drawn; but I shall mention first the most necessary among them. I was dealing with the question of the criticism of continuing faults in our educational system and the doubt raised thereby whether the system is suffering from some chronic ailment

of an incurable nature. My answer is that the system is suffering from nothing of the kind. It is basically sound; but it is being subjected to unprecedented strain. If popular demand had remained static, I have no doubt that the various suggestions for improvement which the experts have prescribed from time to time would have been successfully adopted and put into effect. But the mass awakening of the people has been so wide-spread and the pressure of their demand for expansion of facilities has been so strong that *it has proved to be impossible both to expand and improve at the same time.*

13. That is one aspect of this puzzling phenomenon. There is another which is even more important. During the last two decades the country is passing through a stage when the rate of growth of population is getting accelerated, while the capacity of agriculture to provide employment (without depressing the living standard) has already reached its limits. The situation calls for a rapid increase of the volume of non-agricultural employment so as to absorb the increase of population occurring in both agricultural and non-agricultural sections. Such an increase of non-agricultural employment cannot come about *normally*. It has to come about through planned measures which need both time and money. It is inevitable, in the meanwhile, that the competition for non-agricultural employment should become increasingly sharp and give rise to discontent. A good deal of the criticism which is directed at the educational system turns out, on analysis, to be a misdirected protest against the employment situation.

14. By all means let us be critical. I myself have, at times, ventured to criticise the University authorities. They have criticised me. We have been both criticised by others. I am sure we shall all continue to practice self-criticism as well as mutual criticism. Only thus can we hope to identify our problems and find the right solutions. But let us not lose sight of the fact that our failures

and deficiencies—which are real enough—must be seen in the context of the colossal magnitude and unprecedented nature of the developmental effort which, we in this generation have been called upon to make. Let us, in particular, avoid the mistake of expecting the educational system, through its own operation, to provide avenues for employment which do not exist and then blame the system for failing to satisfy our mistaken expectations.

15. I have told you already that we in this State reached the end of the First Plan period with a tempo of expanding enrolment, which necessitated increasing Government expenditure of the order of about one crore each year more than in the preceding year. A simple sum in Arithmetic will show that $(1+2+3+4+5)$ or 15 crores were needed as development expenditure in the Second Plan period, in order merely to secure that the tempo of expansion already developed is allowed to operate unhindered. We framed a Development Budget of 30 crores in order partly to accelerate the tempo of expansion and partly also to implement various proposals for improvement of the quality and utility of education at all levels. We made similar provision in other aspects of development, besides education. Other States framed their Plans on similar lines. Then we met together at Delhi, compared notes and discussed with the Planning Commission. It soon became clear that it was quite impossible to meet all the demands. The overall size of the Second Plan had to be fixed with reference to the resources which could be made available during the five years. Even on the most optimistic assumptions about availability of resources, drastic cuts had to be made all round. Our Education Development Budget was cut accordingly; and a further cut followed as a result of reorganization.

In the result, we are now working on a Five-year Development Budget of 11 crores and 20 lakhs. This includes (I must acknowledge) a quite substantial allotment of grants from the Central Government.

16. If you need 15 crores in order merely to let the educational system expand itself at the rate at which it was growing during the First Plan period, and if you do not have even 12 crores in sight (let alone in hand) what are you to do? How are you to accelerate the expansion of enrolment in elementary schools, as you must do if Article 45 of the Constitution is to be implemented? How are you to bring about improvements in the quality and utility of education, as the Basic Education experts demanded at lower levels, and as the Secondary Education Commission advised us to do at the higher levels of school education? How are we to meet the large demand for funds necessary to expand and improve the facilities for technical and technological education, at both Polytechnic and College levels?

These were the questions which I had to answer at the beginning of last year. I can imagine what most of you would say to me: "Your problem is unreal. You were right in budgeting for 30 crores and wrong in accepting a cut. Make your cut somewhere else, if you must. Restore your 30 crores. Then there will be no problem". That is easy enough to say; and it is quite natural that you should say so, for you are concerned with education only. But I happen to be the Minister of Finance as well as the Minister of Education. When the choice has to be made between income-increasing schemes and expenditure-increasing schemes, I am bound to prefer the former and cut the latter. The preference will be all the more decisive when it is remembered that when we embark on an irrigation project or a power project, the expenditure is over and done with when the project is completed. But the development of education is a different matter. When you expand or improve the pattern of education, you are making a permanent addition to the recurring annual expenditure of the Government. I am sure you will agree on reflection, that there is no way out by attempting to pass the cuts to somewhere else. Neither can you avoid cutting, unless you can raise more funds; and recent events

must convince you how difficult it is to raise the funds needed by the Plan as it is. The question today is whether the Plan provision can be maintained or should be further cut; and not whether it can be further increased.

17. Once you accept the position that you cannot provide all the funds necessary for meeting all the expenditure which will be incurred if the educational system was left to expand itself freely in response to demand, you begin to appreciate the true nature of the situation in which we find ourselves to-day. The time has arrived when the scope for every possible economy has to be explored. Wastage of every description has to be sought out and eradicated. At every stage of education we have to halt expenditure at its present level, and then to look around and carefully scrutinize every proposal envisaging either expansion or improvement. The mere fact that a proposal is academically sound and desirable is not sufficient. We have to weigh the advantages against the cost involved, and accept the proposal only if and in so far as it will fit into a cost-controlled plan, with clearly defined targets and scheme of relative priorities.

So far the progress of education has been a process of "unplanned growth". Unplanned growth is too costly. We cannot afford it. Henceforward it has got to be a process of "Planned Development", organized strictly on a "Cost-controlled" basis.

18. Once this conclusion was reached, it was found to have immediate practical applications with far-reaching consequences. There were two main issues on which practical decisions had to be taken without loss of time. The time-limit fixed by Article 45 of the Constitution is drawing near. Though enrolment is expanding, there was no sign of the possibility of free and compulsory education up to 14 years of age, becoming universal at any foreseeable time. Should Madras State forget Article 45 and carry on as if it did not exist? Or should it

do something about it; if so, what? The other issue relates to the implementation of the recommendations of the Secondary Education Commission. The Commission had made no estimate of the cost of its own recommendations. When an estimate was made by a Committee in this State in respect of the secondary schools, it was found that a sum of Rs. 14.50 crores would be required by way of non-recurring expenditure alone, in addition to a quite substantial increase of the recurring annual expenditure. Was the attempt to improve the quality and utility of secondary education to be given up? Or was anything to be done, even if it be a limited or partial implementation? In the latter event, what exactly was to be done?

19. It was in order to answer questions like these that the Government of Madras prepared a White Paper in which they set out the issues, suggested what they felt to be the correct answers and invited the Legislature to consider the whole problem and settle the final answers on the basis of the widest possible measure of general agreement. The White Paper was debated in both Houses of Legislature. A Joint Committee of both Houses was appointed. This Committee scrutinized the White Paper, took note of public opinion as it crystallized around the White Paper and also took the advice of educational experts of the State. Finally this Committee (which included leaders of all parties) succeeded in presenting an unanimous report. This report was again debated by the Legislature (which was reconstituted after general election). The Legislature has given its endorsement of the report; a remarkable feature was that the motion to that effect was moved by the Leader of the Opposition. The Government of Madras have decided that so far as general school education is concerned, it should be reorganized in the manner advised by the Legislature Committee as an integrated 7-year course of elementary education followed by four years of secondary education, this being divided into academic and diversified courses on the lines recommended by the Secondary

Education Commission. It was further decided that this reorganization should be effected over a period commencing next year and ending with the end of the Third Plan period. Concurrently with this reorganization, a phased programme of expansion was also to be undertaken on the basis of compulsory enrolment for the first five years of school-education.

20. I do not think I should detail in this conference, all the conclusions and recommendations of our Legislature Committee. But in the context of what (at an earlier stage) I had indicated as an apparently insoluble financial problem, the nature of the solution which was produced by our Committee would, I think, be of interest to the Conference.

Having first reached the conclusion that no solution was possible within the remaining three years of the Second Plan period, the Committee decided to relate its main recommendations to 1965-66, the end of the Third Plan period. On this basis, the Committee gave us a Perspective Plan in terms which I shall read out to you. I had better explain that the Committee has expressed its financial conclusions in terms of "cost per capita", meaning *the cost per head of population per annum. In our State, therefore, one rupee per capita will stand for recurring annual expenditure of three crores.*

21. Our Legislature Committee has given us this advice:

"I. Make all the preparations necessary for raising funds in order to step up the average annual cost per head of population (on Standards I to XI) from Rs. 3-1-0 per capita to Rs. 5 per capita. This will be difficult. It will entail stepping up of the incidence of the State taxation and local taxation as well as mobilization of educational endowments. Panchayats, municipalities and district boards should be required to undertake a specific share of the responsibility for levying local taxation and raising funds.

II. Out of Rs. 5 per capita per annum allocate Rs. 3 for Standards I to V and Rs. 2 for Standards VI to XI. This will mean an increase of Re. 1-2-0 per capita on Standards I to V; and 13 annas per capita on Standards VI to XI. If new resources fall short of Rs. 1-15-0, allocate such resources as may be available, proportionately.

III. Accept a definite target of annual outturn of pupils who complete the primary phase of elementary education and attain permanent literacy at the rate of 20 pupils (boys and girls) per 1,000 people, at a cost not exceeding Rs. 150 per pupil. To this end, enforce compulsion and reduce wastage. Provide free school-meals for poor children. Step up enrolment in Standards I to V to 110 per thousand people. Regulate the number of teachers at the rate of 1 per 40 pupils, and the pay scales of teachers so as not to exceed the allocated cost. Encourage local authorities to experiment on ways and means of reducing cost. Make sure of attaining the target with the maximum possible economy.

IV. In respect of Standards VI to XI, recognize and give effect to the following order of relative priority:—

First Priority: Improvement of the quality and utility of secondary education, at existing rates of annual outturn of pupils who complete secondary education.

Second Priority: Levelling up the annual outturn of pupils who complete higher elementary education and secondary education to a common minimum for all taluks of the State. This common minimum level may be fixed to begin with, at 4 per 1,000 people in respect of annual outturn of pupils who complete higher elementary education and 1 per 1,000 people in respect of corresponding outturn for secondary education.

Third Priority: Improvement of the quality and utility of elementary education above Standard V, including the integration of basic education with the general school system.

Last in order of Priority: If and in so far as funds may be still available, further expansion of enrolment in Standards VI to XI so as to raise the common minimum level to 6 per 1,000 people in respect of annual outturn of pupils who complete Higher Elementary Education and 1.5 per 1,000 people in respect of corresponding outturn for secondary education."

22. With the acceptance of the Legislature Committee's Report, we in Madras have, I think, cleared the decks for action in respect of two matters. One is the implementation of Article 45 of the Constitution and the other is the implementation (in the sphere of school education) of the reforms proposed by the Secondary Education Commission. In the one case as in the other, we have made changes designed to secure that the programme will be capable of implementation. We have given ourselves a reasonably adequate transition period. We have made an estimate of cost and our Legislature is committed to provide the necessary funds to meet the growing expenditure. From now on until 1965-66, we visualize a controlled rate of growth of expenditure; and our aim is to get better value for the money spent than we have done under conditions of unplanned growth. It is not impossible (though I believe it is not very probable) that our present expectations regarding our capacity to provide funds at a steadily increasing rate may be falsified. Even in that event, our planning will not be rendered infructuous. For the Legislature Committee has told us how available funds should be allocated as between different levels of education and how relative priorities should be regulated within each level.

23. So far as elementary education is concerned, we shall make a distinction between the first five years and the last two years of the new integrated course of elementary education. Compulsory enrolment is to be limited to the former. To-day, our school system produces every year, on an average in a country of 1,000 people, 10 pupils who complete the first five years of school education

and then attain normal literacy. And it costs Rs. 200 to turn out one such pupil. By 1965-66, we plan to increase the annual outturn, of such pupils from 10 to 20. And we plan to reduce the unit cost of achieving permanent literacy from the present level of Rs. 200 to Rs. 150 in 1965-66. How is this reduction of unit-cost to be achieved? In part, through planned reduction of the wastage which now occurs, under a non-compulsory system; and in part, through a planned increase of the pupil-teacher ratio. That, in brief, is our answer to the financial problem which we sought to solve.

A few days ago I saw in one of our newspapers an article which was reproduced from the *London Economist*. This article contained a description of the process by which the educational system has been expanded and improved in Soviet Russia. The Soviet Revolution as you know, took place in 1917; exactly thirty years before we attained Independence. The article says that the first task of the Soviet Government was "to teach the people to read and write". And they set about this task with vigour. However, "Four-Year Education was not made compulsory till 1930". It was not until shortly before the Second World War that "compulsory education was extended to seven years in the towns". The countryside was not covered with a network of schools providing 7-year education until 1950. At the present moment, the Article says "Town children are now obliged to go to school for ten years; and it is planned to spread the system to the whole of the country within the next few years".

This account of the time taken, as well as the successive stages which had to be passed through in Soviet Russia was not before us when we settled our own policy. The information since received, provides, in my opinion, a valuable testimony to the correctness of the line which we have now decided to follow.

24. I have, I am afraid, taken much of your time in order to emphasize the

need for changing over from a phase of unplanned growth to a new phase of planned development, based on an effective system of cost-control. I have endeavoured to explain the basis on which we in Madras propose to organize cost-control of planned development, so far as Elementary and Secondary Education are concerned. I have brought these facts to your notice because, I think it will be helpful (even for the limited purpose of implementing our plan in our own State) that our own policy and plan should be part of an All-India policy, and plan accepted as such by all or most of the States in India. It is true that, under the Constitution each State is free to decide these matters as it likes and go its own way. But under a system of National Planning which has come to stay in our country, it is in practice unavoidable that the fundamental basis of planning should be common for All-India or at least co-ordinated on an All-India basis. Convinced as we are that we are in the right we would not like to find that we are ploughing a lonely furrow. For this reason I would appeal to you to devote some attention to our approach to the problem of organising planned development. It may well be that your deliberations will crystallise the framework of an All-India Education Plan, into which our own plan may be fitted as a State programme.

25. There is one other reason for my taking up your time which I regard as even more important. As I told you already, the scope of our White Paper and consequently of the Report of our Legislature Committee is limited to elementary education and secondary education imparted in our general educational schools. It does not extend to college education, or to education provided in Polytechnics and Vocational Training Schools. The recommendations of the Secondary Education Commission related to colleges on the one hand and to high schools on the other. The changes visualised by the Commission were complementary and inter-dependent. The changes in colleges have been already initiated by the University. The changes

in schools have been planned, and are yet to be brought about. I find that there is need for tying them up. The changes which are planned to be introduced in schools will be brought about in two separate phases; and they will have repercussions on colleges once in 1962-63 and again in 1965-66. It is necessary that these changes should be foreseen and prepared for through correlated changes in colleges.

Apart from such co-ordination, there is need for developing a system by which changes in the admission capacity and output capacity of different types of college courses will be effected in due relation to the prospects of employment of the pupils who completed those courses. Incidental to such planning will be the need for ensuring that the courses themselves are adjusted so as to make the best use of available institutional resources.

I do not think I should go into the various aspects of organisation of Higher Educational Planning. It is, I think, sufficient to say that if the present deficiencies of the educational system are to be removed we need much more comprehensive planning than we have attempted so far. It is necessary that the scope of long-term planning of the nature proposed by our Legislature Committee should be extended above and beyond the limits of elementary and

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26. In conclusion, let me extend to you once again, a warm welcome to our city, and my best wishes for the success of your Conference.

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Dr. C. D. DESHMUKH,

Chairman, University Grants Commission

President of the Conference

Apart from feeling honoured, as is natural, by the invitation of the All-India Federation of Educational Associations to preside over this 32nd All-India Educational Conference, I also feel a sense of great responsibility, both because of my official position as Chairman of the University Grants Commission as well as by the consciousness that I am addressing the teachers of all groups assembled from all over India on the subjects which touch them very vitally, and by their expectations that my words might be of some use or benefit to them. It is needless for me to state at the outset that what I am going to say represents my personal views, unless I indicate otherwise, and that they do not therefore commit in any way the University Grants Commission as a whole, much less the Government of India.

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According to this issue, the 7th August 1957 was to be observed as Teachers' Charter Day, on which all members of the teaching profession throughout India were asked to pledge themselves to the teachers' charter as a guarantee of a very bright future for India: the pledge of the teachers was to execute their responsibilities fully and demand a guarantee for the rights to

enable them to do this properly. The rights include remuneration compatible with decent life, security of continuity in service, adequate protection against sickness, accident and old age, permission to earn in spare time additional income from supplementary occupations, compatible with the dignity of the teacher provided his legitimate duties do not suffer thereby, and an effective voice in the shaping of educational policies and in the administration and control of educational institutions through their elected representatives. The responsibilities include a duty to educate the pupils in such a way that they become sound in body and in mind, elevated in soul and develop fearlessness and self-initiative and self-expression; a duty to reconcile the teacher's precepts with the example that he daily presents before his pupils in his own life; to instil in the minds of his pupils the principles of co-operation and social service in place of the principle of competition; lastly, but not the least, to try and preserve and nourish all the best in the various races and cultures that have mingled in this country. In regard to the teachers' charter also, it is not clear what machinery has been devised to ensure that pledges taken are being observed in practice, that the responsibilities are being discharged and that the rights claimed are being accorded.

I take it that on the occasion of this Annual Conference all these matters will receive their due measure of attention, and if necessary further consideration, namely, the honouring by teachers of their own accepted responsibilities and guaranteeing to them such of the rights claimed as are conceded after due consideration by the various authorities concerned.

This is perhaps the proper stage at which, without prejudice to further discussions in any quarter, suggestions, recommendations or action, or any modifications of existing decisions, I should briefly explain the powers and limitations of the University Grants Commission and refer briefly to some of

their policy decisions affecting their proper field, which might be of interest to this Conference of teachers.

The University Grants Commission Act was passed in March 1956, and brought into force from the 5th November of the same year, in exercise of the constitutional power of the Central legislature to legislate on the coordination and determination of standards in Universities. University is defined in the Act as in addition to a University established or incorporated under a Central Act, Provincial Act or State Act, any such institutions as may in consultation with the University Grants Commission be included in accordance with the regulations made in this behalf under the Act. There is also a provision for the application of the Act to institutions for higher studies other than Universities which may be deemed to be a University for the purpose of the Act by declaration of the Central Government on the advice of the Commission. I should add here that so far no regulations have been made in regard to the recognition of institutions as a University, and no decision taken to declare any institution for higher education, other than a University, as deemed to be a University for the purpose of the Act, although, as to the former, a few institutions have been assisted by the Commission as if they were Universities and the assistance is awaiting regularisation in terms of regulations to be made; and as regards the latter, a recommendation has been forwarded to the Central Government to declare an important institution for higher education to be deemed to be a University for the purposes of the Act. The powers and functions of the Commission include a general duty, in consultation with the Universities or other bodies concerned, to take all such steps as it may think fit for the promotion and co-ordination of University Education and for the determination and maintenance of standards of teaching and examination and research in Universities. Whilst in regard to development, all Universities are eligible for financial assistance from the Commission, in regard to

maintenance only Central Universities can receive grants. It is important to bear this distinction in mind both for the purpose of segregating the Plan expenditure from the non-Plan expenditure, so far as the funds at the disposal of the University Grants Commission are concerned and for a proper determination, in the case of development, of objectives which can legitimately be furthered by grants made by the Commission. The block grants needed for the maintenance of Central Universities are recorded as non-Plan expenditure and are provided separately from the Plan allocations and allotments, that is yearly allotments against the total Plan allocation of 27 crores. In regard to the Universities other than Central Universities the Commission has to ensure that no grant made by it would form part of the ordinary maintenance expenditure during the Plan period. This condition is, however, liberally interpreted, short of an infraction of the Law, so that a part of the salaries of teachers of new departments or additional teachers, as well as part of supplementary payments to teachers, are regarded by the Commission as development and not as maintenance expenditure. Thus, to take an example, in the case of new departments approved by the Commission, the policy of the Commission is to share 50% of the total expenditure on salaries for the Plan period. In regard to the supplementary payments to teachers, 80% of the difference between the model scales of pay and existing scales of pay is borne in the case of University Teachers, and there is an offer to bear 50% of such supplementary payments in the case of teachers in affiliated colleges.

This last matter is complicated by the conditions just mentioned in regard to matching payments either by the University or the State concerned. It is only in a limited number of cases that in the case of State Universities, the University of the State concerned has agreed to bear the matching contribution of 20%. In regard to the teachers in affiliated colleges, the offer of the University Grants Commission was made only

recently. There are only isolated cases of private managements having agreed to share 50% of the supplementary payments, no State having so far come forward to make any part of this matching contribution. It has even been suggested to the University Grants Commission that it should at least pay to the University concerned, say 50 or 80% as the case may be, so that the teachers might at any rate be partially benefitted. The University Grants Commission has not been able to accept this suggestion, for the obvious reason that if once they were to agree to such an arrangement, then for all time to come Universities and State Governments and Private managements will regard themselves as completely absolved from any responsibility for meeting the cost of any improvement in the emoluments of their teachers. In the case of affiliated colleges for women, the Commission has, however, agreed to relax the conditions to the extent of advancing their share from 50 to 75%.

It is not possible to make any generalised statement in regard to the probable capacity of private managements to find at least a part of the matching contributions demanded of them, especially in view of either inadequate numbers or the increasing restrictions on numbers to an academically defensible maximum or to the varying rules adopted by the State Governments in regard to grant-in-aid to private colleges. Whilst it is true that private managements have borne the lion's share of raising funds for higher education in this country, it should be realised that not a little of their contribution in the past was indirectly at the cost of low-paid teachers. But in recent years there is increasing regulation as to the maximum scales of salaries payable to teachers of affiliated colleges and there is also a fair degree of uniformity with each University. If the private managements of affiliated colleges were in future to be relieved of all responsibilities in regard to raising of funds for capital purposes or towards the maintenance of their institutions, then no purpose is likely to be served by allowing them to

continue to manage the affiliated colleges, which might be taken over by the State Governments. If the private managements are to continue to discharge their basic functions, then they must provide economic overhead machinery for running the institutions and must continue to be charged with the responsibility of tapping sources of private charity and philanthropy. On balancing all these factors, private managements should, to my mind, undertake to raise at least 25% of the matching contribution, leaving the other 25% to be raised by the State in which the institution is situated.

So far as the States are concerned, as the Finance Commission have pointed out in their recent report, many schemes involving matching contributions were added to the First Five-Year Plan. These subsequent schemes faced the States with a choice between two evils, namely, rejecting a scheme for some improvement or development or adding to their already onerous responsibilities. For understandable reasons nearly all the States chose the lesser of the two evils, i.e., endeavouring to raise additional funds somehow or the other, and in a large number of cases, this endeavour simply reduced itself to adding to the deficit and thus indirectly transferring the burden to the Central Exchequer. These observations, however, do not apply to the Second Five-Year Plan, as in the first place, such additional schemes are the exception rather than the rule, and secondly, under the recommendations of the Finance Commission, which have been accepted and implemented, adequate additions have been made to the resources of the State Governments to enable them to meet at least that part of the expenditure which has been included under the Revenue head of their budgets. In other words, it is believed that no State need now be in a position to turn down any scheme of matching contribution such as is involved in the proposals in regard to teachers' salaries referred to above for want of the necessary funds. It is worthwhile to bear in mind in this connection that the develop-

ment expenditure of one Plan period becomes part of the non-Plan expenditure in the ensuing plan period, and that a quinquennial Finance Commission is expected to ensure that all States are placed in funds adequate enough to enable them to meet their legitimate non-Plan expenditure. The last argument furnishes some answer to the question often asked of the University Grants Commission: what guarantee is there that additional funds required for the supplementary salaries will be available to Universities and States after the withdrawal of the University Grants Commission's share on the termination of the current Plan period? The answer, then, is that since such expenditure will have been turned from Plan to non-Plan expenditure it will be provided as a part of the normal expenditure of a State and that money allocated in future plans for development purposes will be available for genuine schemes of development only. It is my expectation that now the State authorities will ensure that the needs of the situation are met and that no retreat will be necessitated from the betterment in the emoluments of the teachers achieved during the Plan period with the help of the partial assistance rendered by the University Grants Commission.

I now turn to some general issues arising out of the resolutions of the Delhi Conference, to which I have referred earlier. At the outset, I should like to deal with the general protest against the scaling down of the expenditure on Education in the Second Five-Year Plan. I hold that such protests are unrealistic and of no practical benefit. The determination of priorities is an essential feature of any Plan, in view of the limited resources available to the State and the various allocations made in the different sections of the Plan. That as it is the Second Five-Year Plan would strain the country's resources to the utmost has become abundantly clear as a result of recent developments. Educationists in general and the teachers in particular may continue properly to point out the dangers involved in not making an adequate provision for consolidation and

extension of education at all stages. But they should also finally take note of the decisions taken at the highest level and devote some thought to the drawing up of priorities within the limit of the total allocations for Education in the Plan, just as in the Plan as a whole, with its own maximum limit, such priorities have to be drawn up in all its sections. In other words, the onus lies on educationists of suggesting how the approved allocations made available can be put to the maximum possible use so as to secure an optimum improvement in the educational system of the country, if they are dissatisfied with the sub-allocations made within the Educational Plan or with the deployment of such sub-allocations. It is against this background that I consider that the scales for the University teachers recommended in the resolution in the University Education section are somewhat unrealistic, although I do not for a moment hold that they are unreasonable.

In this connection, it is perhaps worthwhile pointing out that there is hardly any country in which teachers consider themselves as paid well enough. To illustrate this, the *New York Times* of the 7th April 1957 carried: "a distressing picture" of the life of American Public School teachers as etched by the statistics in a recent National Education Association survey conducted by Dr. Hazel Davis. The main trouble, the report said, seems to be that people who would like to give their time to teaching have to give it to something else. For example, salaries are so low that about 75 per cent of the men teachers and 17 per cent of the women have had to take on other jobs to make both ends meet. "They double as clerk, salespeople, bill collectors, tutors, camp counsellors, even farm hands." One man reported he had been a spare time dish-washer, ditch-digger and truck-driver. The average teaching salaries for women were nearly Rs. 1,500/- a month and for men Rs. 1,600/- per month. Then too, the teachers reported that they are called on to do a lot of other things than teach as part of their regular work which was

ten hours a week on the average. Such chores were listed as planning, supervising club activities, hall monitoring, collecting money for festivals and the like. The constant complaint was the too heavy pupil load they had to carry.

But Dr. Davis reports an encouraging theme which runs most strongly through the questionnaire replies "in spite of the drawbacks, teachers love their work. All in all public school teachers seem to lead lives that interest and satisfy them in spite of their many professional troubles". Apart from the pay-scales, which are perhaps two or three times as high as in our country, there is perhaps much in the above report that will find an echo with our teachers. In this connection I feel that exercise by teachers of the right to earn supplementary incomes should be carefully regulated, perhaps without controversy in view of the relevant provision in the teachers' charter under the heading "the rights". The risk of supplementary occupations being such as to be not compatible with the dignity and the legitimate duties of a teacher is the greater where the lower is the teachers' scale as compared with the general level of such scales. Whilst on this question I should like to draw the attention of this conference to the fact that in the South, as also in the parts of the West, the scales of teachers' salaries in the field best known to me, that of higher education, are markedly lower than in the North and the East, and that against the background of the limited funds that I have mentioned a while ago the best use of available funds would, all should agree, be to pull up these abnormally low scales rather than to improve the already better scales to the ideal levels mentioned in the relevant resolution. Apart from the theory there are two considerations which are usually urged in regard to the improvement of teachers' emoluments. The first is that of social justice and the second that of the state of demand and supply. That there has been an almost continuous deterioration in the standards of the profession and consequentially in the standards of education, seems to be implicitly or expli-

citly admitted by most students of our educational system. This deterioration is bound to accelerate into a widening spiral unless effective ameliorative measures are taken, backed by the necessary efforts to raise the required financial resources. In spite of the best efforts, financial resources will be limited and it is not easy to determine where preferably improvements should take place. In my view improvements must begin with college and university teachers in combination with simultaneous other measures to improve the standards of higher education: amongst the other measures, while agreeing with the conclusions of the last conference that there should be no contraction of existing facilities and no throwing out of employment of teachers, all the available funds should be used for the consolidation of the educational system rather than for its expansion.

At this stage it will be worthwhile to consider the tremendous wastage that takes place at various levels of our educational system. It is notorious that at the elementary stage the strength and attendance of children rapidly fall off with every higher standard, so that in terms of literary gain the cost incurred on producing one literate child is several times more than it need be. It is doubtful if this involves merely questions of quality or emoluments of the elementary teacher. It involves wider social problems, such as paucity of women teachers, and calls for powerful enough efforts to bring about the reorientation of the attitude of the population, especially in the rural areas where there is still an indifference towards sending children to school. This brings me to the important question of the spread of women's education and a more determined pursuit of fundamental education for the citizens of the country.

It will be a matter of gratification to the Conference that the resolutions passed last year under the women's education section have found support in the recommendations of the Educational Panel of the Planning Commission and

that as a result, Government are about to appoint a Committee to survey girls' and women's education in the elementary, secondary and adult stages and to report on whether the present system of education was helping them to lead a happier and more useful life. Among the specific recommendations made by a sub-committee appointed by the Panel to consider the problems relating to the education of girls and women are the following proposals:—

1. Provision of free accommodation for women teachers.
2. Appointment of school mothers in rural areas.
3. Award of stipends to women teachers for teacher training at under-graduate level.
4. Organisation of condensed or special course of general education and teacher training for adult women.
5. Organisation of refresher courses for trained women teachers who intend to take up employment or who are already in employment.
6. Award of stipends for classes VIII and IX, provided the recipients undertake to take up teaching for the period of five years at least. In view of the requirements of training personnel for rural development such as Dais, Gramsevikas, health visitors, etc., the sub-committee urged that greater attention be paid to enabling women of the age-group of 18-35 to offer themselves for training in various fields.
7. Facilities should be provided to enable women to have the basic minimum qualifications of the 8th standard or the vernacular final to make them eligible for further training as teachers, gramsevikas, midwives, health visitors, etc.

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This does not exhaust the list of resolutions passed, even in the sections named, and resolutions were recorded in many other important sections, such as in the Education of Physically Handicapped, Library sections, Child Improvement Education section, Sanskrit section, Indian Public and Residential Secondary Schools section, Aborigines Education section and Youth Welfare section. But obviously it will not be possible for me to touch upon more than a fraction of the total coverage in a Presidential address like this. Incidentally I notice that the last two presidential addresses occupied not more than between twenty and thirty minutes.

It has not been possible for me to find out what action has been taken by the various authorities concerned to whom the resolutions must have been communicated in accordance with the usual procedure of the Conferences, or whether indeed the Conference is informed in due course of the action taken by such authorities. It should be borne in mind, however, that in Governmental circles there is almost a continuous stream of committees, conferences, seminars and symposia on every possible aspect of Education and I have no doubt that the views expressed by the teachers on all these matters are carefully taken into consideration. I shall have an occasion later to refer to a fairly comprehensive view of all such matters by the Educational Panel of the Planning Commission at a meeting held in Poona in the middle of the year. Before I do so, I should however like to refer to a very fundamental document which is reproduced in AIFEA News Issue of 22nd July 1957, namely, "The Teachers' Charter for India".

According to this issue, the 7th August 1957 was to be observed as Teachers' Charter Day, on which all members of the teaching profession throughout India were asked to pledge themselves to the teachers' charter as a guarantee of a very bright future for India: the pledge of the teachers was to execute their responsibilities fully and demand a guarantee for the rights to

enable them to do this properly. The rights include remuneration compatible with decent life, security of continuity in service, adequate protection against sickness, accident and old age, permission to earn in spare time additional income from supplementary occupations, compatible with the dignity of the teacher provided his legitimate duties do not suffer thereby, and an effective voice in the shaping of educational policies and in the administration and control of educational institutions through their elected representatives. The responsibilities include a duty to educate the pupils in such a way that they become sound in body and in mind, elevated in soul and develop fearlessness and self-initiative and self-expression; a duty to reconcile the teacher's precepts with the example that he daily presents before his pupils in his own life; to instil in the minds of his pupils the principles of co-operation and social service in place of the principle of competition; lastly, but not the least, to try and preserve and nourish all the best in the various races and cultures that have mingled in this country. In regard to the teachers' charter also, it is not clear what machinery has been devised to ensure that pledges taken are being observed in practice, that the responsibilities are being discharged and that the rights claimed are being accorded.

I take it that on the occasion of this Annual Conference all these matters will receive their due measure of attention, and if necessary further consideration, namely, the honouring by teachers of their own accepted responsibilities and guaranteeing to them such of the rights claimed as are conceded after due consideration by the various authorities concerned.

This is perhaps the proper stage at which, without prejudice to further discussions in any quarter, suggestions, recommendations or action, or any modifications of existing decisions, I should briefly explain the powers and limitations of the University Grants Commission and refer briefly to some of

their policy decisions affecting their proper field, which might be of interest to this Conference of teachers.

The University Grants Commission Act was passed in March 1956, and brought into force from the 5th November of the same year, in exercise of the constitutional power of the Central legislature to legislate on the coordination and determination of standards in Universities. University is defined in the Act as in addition to a University established or incorporated under a Central Act, Provincial Act or State Act, any such institutions as may in consultation with the University Grants Commission be included in accordance with the regulations made in this behalf under the Act. There is also a provision for the application of the Act to institutions for higher studies other than Universities which may be deemed to be a University for the purpose of the Act by declaration of the Central Government on the advice of the Commission. I should add here that so far no regulations have been made in regard to the recognition of institutions as a University, and no decision taken to declare any institution for higher education, other than a University, as deemed to be a University for the purpose of the Act, although, as to the former, a few institutions have been assisted by the Commission as if they were Universities and the assistance is awaiting regularisation in terms of regulations to be made; and as regards the latter, a recommendation has been forwarded to the Central Government to declare an important institution for higher education to be deemed to be a University for the purposes of the Act. The powers and functions of the Commission include a general duty, in consultation with the Universities or other bodies concerned, to take all such steps as it may think fit for the promotion and co-ordination of University Education and for the determination and maintenance of standards of teaching and examination and research in Universities. Whilst in regard to development, all Universities are eligible for financial assistance from the Commission, in regard to

maintenance only Central Universities can receive grants. It is important to bear this distinction in mind both for the purpose of segregating the Plan expenditure from the non-Plan expenditure, so far as the funds at the disposal of the University Grants Commission are concerned and for a proper determination, in the case of development, of objectives which can legitimately be furthered by grants made by the Commission. The block grants needed for the maintenance of Central Universities are recorded as non-Plan expenditure and are provided separately from the Plan allocations and allotments, that is yearly allotments against the total Plan allocation of 27 crores. In regard to the Universities other than Central Universities the Commission has to ensure that no grant made by it would form part of the ordinary maintenance expenditure during the Plan period. This condition is, however, liberally interpreted, short of an infraction of the Law, so that a part of the salaries of teachers of new departments or additional teachers, as well as part of supplementary payments to teachers, are regarded by the Commission as development and not as maintenance expenditure. Thus, to take an example, in the case of new departments approved by the Commission, the policy of the Commission is to share 50% of the total expenditure on salaries for the Plan period. In regard to the supplementary payments to teachers, 80% of the difference between the model scales of pay and existing scales of pay is borne in the case of University Teachers, and there is an offer to bear 50% of such supplementary payments in the case of teachers in affiliated colleges.

This last matter is complicated by the conditions just mentioned in regard to matching payments either by the University or the State concerned. It is only in a limited number of cases that in the case of State Universities, the University of the State concerned has agreed to bear the matching contribution of 20%. In regard to the teachers in affiliated colleges, the offer of the University Grants Commission was made only

recently. There are only isolated cases of private managements having agreed to share 50% of the supplementary payments, no State having so far come forward to make any part of this matching contribution. It has even been suggested to the University Grants Commission that it should at least pay to the University concerned, say 50 or 80% as the case may be, so that the teachers might at any rate be partially benefitted. The University Grants Commission has not been able to accept this suggestion, for the obvious reason that if once they were to agree to such an arrangement, then for all time to come Universities and State Governments and Private managements will regard themselves as completely absolved from any responsibility for meeting the cost of any improvement in the emoluments of their teachers. In the case of affiliated colleges for women, the Commission has, however, agreed to relax the conditions to the extent of advancing their share from 50 to 75%.

It is not possible to make any generalised statement in regard to the probable capacity of private managements to find at least a part of the matching contributions demanded of them, especially in view of either inadequate numbers or the increasing restrictions on numbers to an academically defensible maximum or to the varying rules adopted by the State Governments in regard to grant-in-aid to private colleges. Whilst it is true that private managements have borne the lion's share of raising funds for higher education in this country, it should be realised that not a little of their contribution in the past was indirectly at the cost of low-paid teachers. But in recent years there is increasing regulation as to the maximum scales of salaries payable to teachers of affiliated colleges and there is also a fair degree of uniformity with each University. If the private managements of affiliated colleges were in future to be relieved of all responsibilities in regard to raising of funds for capital purposes or towards the maintenance of their institutions, then no purpose is likely to be served by allowing them to

continue to manage the affiliated colleges, which might be taken over by the State Governments. If the private managements are to continue to discharge their basic functions, then they must provide economic overhead machinery for running the institutions and must continue to be charged with the responsibility of tapping sources of private charity and philanthropy. On balancing all these factors, private managements should, to my mind, undertake to raise at least 25% of the matching contribution, leaving the other 25% to be raised by the State in which the institution is situated.

So far as the States are concerned, as the Finance Commission have pointed out in their recent report, many schemes involving matching contributions were added to the First Five-Year Plan. These subsequent schemes faced the States with a choice between two evils, namely, rejecting a scheme for some improvement or development or adding to their already onerous responsibilities. For understandable reasons nearly all the States chose the lesser of the two evils, i.e., endeavouring to raise additional funds somehow or the other, and in a large number of cases, this endeavour simply reduced itself to adding to the deficit and thus indirectly transferring the burden to the Central Exchequer. These observations, however, do not apply to the Second Five-Year Plan, as in the first place, such additional schemes are the exception rather than the rule, and secondly, under the recommendations of the Finance Commission, which have been accepted and implemented, adequate additions have been made to the resources of the State Governments to enable them to meet at least that part of the expenditure which has been included under the Revenue head of their budgets. In other words, it is believed that no State need now be in a position to turn down any scheme of matching contribution such as is involved in the proposals in regard to teachers' salaries referred to above for want of the necessary funds. It is worthwhile to bear in mind in this connection that the develop-

ment expenditure of one Plan period becomes part of the non-Plan expenditure in the ensuing plan period, and that a quinquennial Finance Commission is expected to ensure that all States are placed in funds adequate enough to enable them to meet their legitimate non-Plan expenditure. The last argument furnishes some answer to the question often asked of the University Grants Commission: what guarantee is there that additional funds required for the supplementary salaries will be available to Universities and States after the withdrawal of the University Grants Commission's share on the termination of the current Plan period? The answer, then, is that since such expenditure will have been turned from Plan to non-Plan expenditure it will be provided as a part of the normal expenditure of a State and that money allocated in future plans for development purposes will be available for genuine schemes of development only. It is my expectation that now the State authorities will ensure that the needs of the situation are met and that no retreat will be necessitated from the betterment in the emoluments of the teachers achieved during the Plan period with the help of the partial assistance rendered by the University Grants Commission.

I now turn to some general issues arising out of the resolutions of the Delhi Conference, to which I have referred earlier. At the outset, I should like to deal with the general protest against the scaling down of the expenditure on Education in the Second Five-Year Plan. I hold that such protests are unrealistic and of no practical benefit. The determination of priorities is an essential feature of any Plan, in view of the limited resources available to the State and the various allocations made in the different sections of the Plan. That as it is the Second Five-Year Plan would strain the country's resources to the utmost has become abundantly clear as a result of recent developments. Educationists in general and the teachers in particular may continue properly to point out the dangers involved in not making an adequate provision for consolidation and

extension of education at all stages. But they should also finally take note of the decisions taken at the highest level and devote some thought to the drawing up of priorities within the limit of the total allocations for Education in the Plan, just as in the Plan as a whole, with its own maximum limit, such priorities have to be drawn up in all its sections. In other words, the onus lies on educationists of suggesting how the approved allocations made available can be put to the maximum possible use so as to secure an optimum improvement in the educational system of the country, if they are dissatisfied with the sub-allocations made within the Educational Plan or with the deployment of such sub-allocations. It is against this background that I consider that the scales for the University teachers recommended in the resolution in the University Education section are somewhat unrealistic, although I do not for a moment hold that they are unreasonable.

In this connection, it is perhaps worthwhile pointing out that there is hardly any country in which teachers consider themselves as paid well enough. To illustrate this, the *New York Times* of the 7th April 1957 carried: "a distressing picture" of the life of American Public School teachers as etched by the statistics in a recent National Education Association survey conducted by Dr. Hazel Davis. The main trouble, the report said, seems to be that people who would like to give their time to teaching have to give it to something else. For example, salaries are so low that about 75 per cent of the men teachers and 17 per cent of the women have had to take on other jobs to make both ends meet. "They double as clerk, salespeople, bill collectors, tutors, camp counsellors, even farm hands." One man reported he had been a spare time dish-washer, ditch-digger and truck-driver. The average teaching salaries for women were nearly Rs. 1,500/- a month and for men Rs. 1,600/- per month. Then too, the teachers reported that they are called on to do a lot of other things than teach as part of their regular work which was

ten hours a week on the average. Such chores were listed as planning, supervising club activities, hall monitoring, collecting money for festivals and the like. The constant complaint was the too heavy pupil load they had to carry.

But Dr. Davis reports an encouraging theme which runs most strongly through the questionnaire replies "in spite of the drawbacks, teachers love their work. All in all public school teachers seem to lead lives that interest and satisfy them in spite of their many professional troubles". Apart from the pay-scales, which are perhaps two or three times as high as in our country, there is perhaps much in the above report that will find an echo with our teachers. In this connection I feel that exercise by teachers of the right to earn supplementary incomes should be carefully regulated, perhaps without controversy in view of the relevant provision in the teachers' charter under the heading "the rights". The risk of supplementary occupations being such as to be not compatible with the dignity and the legitimate duties of a teacher is the greater where the lower is the teachers' scale as compared with the general level of such scales. Whilst on this question I should like to draw the attention of this conference to the fact that in the South, as also in the parts of the West, the scales of teachers' salaries in the field best known to me, that of higher education, are markedly lower than in the North and the East, and that against the background of the limited funds that I have mentioned a while ago the best use of available funds would, all should agree, be to pull up these abnormally low scales rather than to improve the already better scales to the ideal levels mentioned in the relevant resolution. Apart from the theory there are two considerations which are usually urged in regard to the improvement of teachers' emoluments. The first is that of social justice and the second that of the state of demand and supply. That there has been an almost continuous deterioration in the standards of the profession and consequentially in the standards of education, seems to be implicitly or expli-

citly admitted by most students of our educational system. This deterioration is bound to accelerate into a widening spiral unless effective ameliorative measures are taken, backed by the necessary efforts to raise the required financial resources. In spite of the best efforts, financial resources will be limited and it is not easy to determine where preferably improvements should take place. In my view improvements must begin with college and university teachers in combination with simultaneous other measures to improve the standards of higher education: amongst the other measures, while agreeing with the conclusions of the last conference that there should be no contraction of existing facilities and no throwing out of employment of teachers, all the available funds should be used for the consolidation of the educational system rather than for its expansion.

At this stage it will be worthwhile to consider the tremendous wastage that takes place at various levels of our educational system. It is notorious that at the elementary stage the strength and attendance of children rapidly fall off with every higher standard, so that in terms of literary gain the cost incurred on producing one literate child is several times more than it need be. It is doubtful if this involves merely questions of quality or emoluments of the elementary teacher. It involves wider social problems, such as paucity of women teachers, and calls for powerful enough efforts to bring about the reorientation of the attitude of the population, especially in the rural areas where there is still an indifference towards sending children to school. This brings me to the important question of the spread of women's education and a more determined pursuit of fundamental education for the citizens of the country.

It will be a matter of gratification to the Conference that the resolutions passed last year under the women's education section have found support in the recommendations of the Educational Panel of the Planning Commission and

that as a result, Government are about to appoint a Committee to survey girls' and women's education in the elementary, secondary and adult stages and to report on whether the present system of education was helping them to lead a happier and more useful life. Among the specific recommendations made by a sub-committee appointed by the Panel to consider the problems relating to the education of girls and women are the following proposals:—

1. Provision of free accommodation for women teachers.
2. Appointment of school mothers in rural areas.
3. Award of stipends to women teachers for teacher training at under-graduate level.
4. Organisation of condensed or special course of general education and teacher training for adult women.
5. Organisation of refresher courses for trained women teachers who intend to take up employment or who are already in employment.
6. Award of stipends for classes VIII and IX, provided the recipients undertake to take up teaching for the period of five years at least. In view of the requirements of training personnel for rural development such as Dais, Gramsevikas, health visitors, etc., the sub-committee urged that greater attention be paid to enabling women of the age-group of 18-35 to offer themselves for training in various fields.
7. Facilities should be provided to enable women to have the basic minimum qualifications of the 8th standard or the vernacular final to make them eligible for further training as teachers, gramsevikas, midwives, health visitors, etc.

8. Financial assistance should be given to private institutions to extend their facilities for the education of the adult women to cover up the stipends for students and the cost of teaching.

It was also recommended that the possibilities of providing vocational and trade schools should be explored for the age group 11-17 to enable the girls to have some gainful employment.

In my inaugural address at the Students Christian Movement Conference at Guntur only the day before yesterday, I have drawn attention to the vital matter of providing fundamental education to the people of our country if parliamentary democracy is to fulfil its purpose. It is unfortunate in my opinion that such provision as was made for the organisation of social or fundamental education in connection with the rural and Community development under the First and the Second Five-Year Plans was or has not been properly utilised and that there has been a tendency to use Social Education Organisers for duties other than legitimate purposes. It seems clear that the importance of education for citizenship is but dimly perceived by us. Such lack of perception stems from the failure to recognise the principle that the study of a subject cannot be interesting in the absence of some knowledge about its realities and in the absence of some practical experience of the facts to which it relates. Since such knowledge cannot possibly be acquired by adolescents of normal school or college-going age it follows that education must be a continuing process for all citizens, especially through literature and history. The elements of citizenship may be taught to adolescents, but their lessons are bound to be remote from experience since they have no direct contact with the facts with which the citizenship or economics is involved. Raising the school age is no solution in such a situation. The real solution seems to consist in purposeful extension and intensification of adult education. In Denmark, adult education penetrates the whole nation. A writer

from Denmark has said "the period of boyhood is not the right school time. Whoever is to profit by learning must first have lived a while and paid heed to life in himself and in others, for so only does he get into a position to understand books that describe life. Experience proves that the same amount of information which it takes the half-grown youth dozing on the school forms three to five years to learn, can be acquired by adults who are keen on learning and who have done practical work in the space of three to five months". The sort of education needed is not technical but liberal education, which would help a man to realise that he has not only to learn his living but also to be a good member of society. Although man may be defined as a social animal, he tends to use society as far as possible to further his own ends. This tendency cannot be countered merely by enabling the citizen to develop his personality or by informing him about the main features of the civic administration. He has to be educated through the lessons of good literature and history to cultivate ideals and be able to judge between good and bad in a social sense : in other words to learn to act as a member of human community.

In this context, I should also like to draw attention to my observations in the course of my Guntur address to the conditions necessary for bringing about the emotional integration of the country. This is essentially a matter of the achievements of social justice and recognition by the citizen that social justice is being achieved.

I have said a great deal of what I thought I would on this occasion. I hope that hardly any portion of it will be regarded as criticism or fault-finding. But there are a few things I wish to say which may be uncharitably construed as hostile criticism. But I must nevertheless say them, in discharge of my duty as a University man to speak out without fear or favour. A fairly long experience of public affairs has taught me that in the conduct of life, judgements have continuously to be formed on the basis of

logic and reason and not of law and regulation. The judgements on which the actions of public servants in particular and everyone in general are based are not dependent on the Indian Evidence Act or arrived at by reference to Tribunals or Courts of Law. If they are wrong, an individual suffers, and a public officer forfeits respect for his intelligence and confidence in his administration. But he cannot be called upon by parties affected by his judgements to prove them before the parties themselves or committees of enquiry or Courts of Law, so long as he is not perverse and his bonafides are not in question.

I feel compelled to say all this because something that I said in regard to the teacher-politicians of a University (and clearly this did not mean that all or even a majority of the teachers were of that category) so enraged the teachers' association there as to induce them to pass a foolish resolution asking me either to prove my remarks before a Committee of enquiry or to withdraw them. I have pointed out to them that the University Grants Commission and its members and Chairman are free to form judgements about any aspect of a University and to give expression to their views in an appropriate setting and to determine their policy and action accordingly. I have informed the association that their request was absurd and improper and that I refuse to entertain it. Their action has only served to confirm my impression that teacher-politicians have brought that University to a parlous condition.

During the course of my intensive tours in the last 15 months, covering thirty-two Universities and a great many important educational centres other than the headquarters of Universities, I have received disturbing reports about the quality and attitudes of teachers in Universities and Colleges, but these do not even build up to a reliable qualitative, much less a quantitative, appraisal. I have formed the belief that a percentage of teachers, perhaps significantly large, fail to inspire enthusiasm and hold the attention of pupils or to guide them by personal contacts. Some of this inability

could no doubt be corrected by the provision of the necessary facilities and incentives, but a part of it must be due to rectifiable apathy or lack of professional conscience. In the absence of some systematic assessment of failure in this critical respect (such as in respect of current examination results, reputation among students, judgement of official superiors, occasional inspection) it would be difficult to devise concrete measures for the improvement of the standards of education.

As regards the load of work, I think larger classes than 80 could be permitted, thus setting free the teachers' time for tutorial or seminar work. Where special care is taken, as in some of the colleges with long established reputation, to detect student weaknesses at the earliest stage, to give special tuition and attention by continuous teacher-pupil contact, the results are very creditable.

Examinations are an important matter, but I have no time to deal with it except cursorily. Responsible opinion in academic circles seems agreed that credits for class or course work and regular attendance should form a significant part of final assessment and that the present system of examinations must be modified urgently for better teaching and juster results.

Before I close I should like to add, a few observations, apt to be regarded as dogmatic but capable of being substantiated. They are not necessarily consequential or inter-connected but all I hope will be found relevant.

1. There is a great deal of holier-than-thou orthodoxy or downright cant or sophistry in regard to basic education, not so much in regard to its theory as in regard to its practice. I know of instances of reckless conversion of schools, almost overnight, for attracting proffered Central Government grants. The principal difficulty, paucity of properly trained teachers, is nearly insurmountable. The integration, after suitable modification, of the old and the new elementary education adopted in a realis-

tic spirit as their policy by the U.P. Government and the Madras Government commends itself to me as worthy of consideration elsewhere.

2. There is an urgent necessity of increasing residential accommodation, particularly in women's colleges. Far too small a percentage of college and University students is provided for, at present and that too in scarcely permissible conditions of congestion.

3. Affiliations are granted to colleges far too easily by many Universities. In one State affiliations assumed spectacular proportions on the eve of the last general election. I would recommend for emulation the regulations and practice of the Madras University in this respect, which has in my opinion resulted in higher standards in this University than in most others.

4. Available funds should be used for consolidation rather than expansion and resultant continuous dilution of

already weak standards. For years to come all the needs of the country can be met out of a college and university population of 800,000 provided the percentage of passes is raised, genuinely and not by gracemarks, to 85 to 90 per cent as in the United Kingdom.

5. The number of holidays and vacations must be cut down to the bare minimum. We cannot afford to remain a nation of lotus-eaters.

6. Standards of accommodation in sections, classes and laboratories must be carefully fixed in accordance with academic considerations and strictly enforced. Professional conscience should not be drowned in political considerations which are the proper sphere of politicians and State Governments.

I conclude by wishing the Conference every success in the direction of furthering both the legitimate interests of teachers and the cause of education.

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XXXII ALL-INDIA EDUCATIONAL CONFERENCE, MADRAS

The 32nd All-India Educational Conference of the A.I.F.E.A. was held in the "National Girls' High School, Triplicane," from the 27th to 31st December '57. This is the third time that a Conference of this kind is held at Madras ever since the starting of the A.I.F.E.A.

The Conference was inaugurated by Sri P. V. Rajamannar, Acting Governor of Madras. Sri C. Subramanyam, Minister for Education, Government of Madras welcomed the gathering. Sri C. D. Deshmukh, Chairman, University Grants Commission, presided.

About 3,000 delegates from all parts of India attended the Conference which was held in a very spacious and beautifully decorated pandal. The Reception Committee spared no pains in arranging for the accommodation and boarding of the delegates. In spite of the fact that a large number of buildings had already been booked for accommodating a good number of delegates of three or four other conferences, the Reception Committee did their best to accommodate the delegates of the conference in various schools, including the Corporation Schools near the pandal. The committee richly deserves compliments for the great ordeal they had to undergo in securing these buildings.

The Department of Education, Madras State from the Minister of State down to the Primary School Teacher, mobilised themselves and have placed the Officers and Teachers in the service of the Conference Reception Committee. The S.I.T.U., Madras, is singularly fortunate in having Sri C. Subramanyam as their Education Minister, who, I feel, is very sympathetic towards the cause of teachers and who does not think of implementing any far-

reaching reform in Education without first consulting the Teachers' Organisation.

The President, Secretary and the other office-bearers of the S.I.T.U. are to be congratulated for ably managing the affairs of the conference. This is an admirable aspect of the strength of the Teaching Organization highly commendable and worthy of being copied by the other State Organizations.

Be that as it may, let me come to the business of the Conference.

18 sectional conferences on important topics were arranged to be held from the 28th to the 31st. Papers on Educational topics were read, and discussions were held and resolutions were passed. The proceedings of the sectional conferences were approved and their resolutions also were approved in the General Session of the conference which was held everyday at 6 P.M.

I had the opportunity of attending the following Sectional Conferences :—

(1) Secondary Education. (2) Examinations. (3) Education for Internationalism and Peace. (4) University Education Section. (5) Oriental Studies. (6) Women's Education.

All these conferences except No. 5 were attended by a large number of delegates. Mr. C. Rajagopalachari, presided over the sectional conference of Internationalism and Peace. One need not say here how ably he conducted the Conference.

Another most important sectional conference was that of the Secondary Education Section, presided over by Dr. R. K. Bhan, Deputy Educational Adviser to the Government of India,

Ministry of Education. He referred to the recommendations of the "Mudaliar Commission" about the duration of the Secondary School Course and stated that a plan was under consideration for evolving new evaluation procedures to suit the needs of the country.

There was a heated discussion about the nationalisation of text books. Mr. Srinivasavaradan, moved a resolution, protesting against the nationalisation of text books. It was adopted with some modifications. Mr. T. Bhimasena Rao from Anantapur, moved an amendment to the original resolutions relating to the action to be taken by the A.I.F.E.A. regarding the emoluments of the teachers and amidst great cheers the amended resolution was put to vote and carried.

A good number of resolutions touching the various problems of teachers and improvement of the Standard of Education were passed at the general session.

The five-day session of the 32nd All India Educational Conference was concluded on the 31st afternoon after adopting a resolution impressing upon the Central Government the need for substantially increasing their financial assistance to the State Governments to enable the latter to improve the emoluments of teachers.

It is gratifying to note that Dr. C. D. Deshmukh, by his wise and timely patience, could avert a crisis relating to the procedure of adopting resolutions at the general session.

"High Lights" of the Conference

The delegates from the various States met in an atmosphere of cordial understanding. They appreciated each other's points of view. A desire for improving the standard of education was in evidence everywhere.

The variety entertainments put up by the artists of the "Saraswathi Gana Nilayam" and the pupils of the "National Girls' High School" were exceedingly good and the open air theatre was packed to the full. The Educational Exhibition opened by Mrs. Tara Cherian, Mayor of Madras, attracted the attention of all the delegates.

Excursions to important places of local interest and to "Mahabalipuram" were organized at less cost. A beautiful souvenir was brought out to mark the conference. It contains important articles on educational topics.

A specially noticeable feature of this year's conference was the presence in large numbers of Christian Missionary delegates representing the Xaviers' Association of India which is affiliated to A.I.F.E.A. A two-day conference of the All India Science Teachers Association, which is also affiliated to A.I.F.E.A. was held and useful discussions were held in sections.

I am sure that the delegates would have surely enjoyed the sea beach which no other part of India can boast of.

The next Conference will be held in Kerala in December 1958.

T. BHIMASENA RAO,

Secretary,

Dt. Teachers' Guild,
Anantapur.

THE S. I. T. U. BUILDING FUND

A CORRECTION

On page 19 of the January 1958 issue of the *South Indian Teacher*, the following items were found repeated :—

- | | Rs. |
|--|-----|
| 1. Teachers' Association, Board High School, Nannilam, Tanjore .. | 10 |
| 2. Sri H. Visweswara, Lecturer in Science, Teachers' College, Ramakrishna Vidyalaya, Coimbatore Dt. .. | 4 |

The total should be Rs. 4,108.03

C. R. AIYENGAR,

Convener, Building Committee.

THE PRINCIPLES, METHODS AND MEDIA OF HEALTH EDUCATION

Residential Seminar for Community Health Workers from Overseas

to be held from 22 to 25 April 1958 at

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THE SEMINAR is intended for Medical Officers and Health Educators, Nurses, Health Inspectors, Teachers, Social Workers and others concerned with the Health Education of the Public. The date of the Seminar has been fixed for the week immediately preceding the Congress of the Royal Society of Health to enable participants from abroad who may wish to do so to attend both meetings.

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PUBLISHERS' NOTE

This book of English Grammar and Composition is based on the well-known works on Grammar and Composition, by P. C. Wren and Henry Martin, which have been used as text-books in Schools all over the country for a large number of years. It has been prepared primarily to satisfy the requirements of the revised course in English for Standards X and XI in the State of Bombay; but it will also meet the needs of High School pupils in other States where English in the Secondary School is taught with new aims and objectives and for a shorter duration than before.

The keynote of the book is simplicity—simplicity of language and simplicity of treatment. With the English course now shortened and the pupils' command over the language limited, some portions of the text-books by Wren and Martin, hitherto in common use, excellent as they are, required to be thoroughly revised and sometimes radically modified. The process of simplification undertaken in the present work has not been confined to the explanatory matter and the illustrative examples, but has been extended to the exercises, some of which have been entirely recast to bring them within the vocabulary range of the pupils. The inductive method has been used throughout, and every attempt has been made to avoid difficult technical details of grammar which make the subject so dry and uninviting to pupils learning English.

The book is divided into four parts dealing with (1) The Parts of Speech, (2) The Sentence, (3) Correct Usage, and (4) Written Composition. The aim of the Grammar portion, however, has throughout been practical, namely, to help the pupils to speak and write correct sentences in English within the limits of their controlled vocabulary. In the Composition section, the chapter on Comprehension is an entirely new one. Suitable passages have been selected from the writings of standard authors, and have, in many cases, been simplified and adapted to serve as a series of graded exercises in comprehension. A chapter on Translation has taken the place of the usual one on Paraphrasing; and the Essays now have a new look, as pupils are expected to write only about 200 words of continuous composition containing a description of scenes or people or a narration of incidents.

It is confidently hoped that this book will be found in every way suitable as a text-book of English Grammar and Composition, particularly in the last two years of the Secondary School.

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**A NOTE ON THE PRODUCTION OF LITERATURE
FOR NEO-LITERATE ADULTS**

SRI N. D. SUNDARAVADIVELU,
Director of Public Instruction, Madras.

Ours is a democratic Republic. The essential requisite of democracy is that every individual in the country should be an informed person. The individual should understand the problems of his immediate environments and his rights and duties as a citizen and he should participate effectively in the economic and the social progress of his community and discharge his duties as an enlightened and responsible citizen. In our country nearly 80% of the people are illiterates. Large masses of men and women devoid of learning and knowledge are, not only not in a position to function efficiently and effectively either as an individual or as a member of a family or as a citizen, but also a grave danger to the democratic State. It is for this reason that illiteracy which is a blot, on and a potential danger to a Welfare State has to be wiped out. Almost immediately after independence, schemes for the spread of adult education with the two-fold object of liquidating illiteracy among adults and of improving the knowledge already possessed by them through adult literacy classes, libraries, reading rooms, cinema, radio, etc. were drawn up and launched.

Audio-visual aids like the cinema and the radio no doubt play a vital and effective part in the dissemination of knowledge among the people and specially among the illiterate ones. These are aids for immediate improvement of the understanding of the public at large. This cannot obviously be the only and permanent remedy for our ills. No doubt the mother bird has to go about, gather food for and feed its young ones for some time. Do the young ones expect or the mother birds attempt feeding one by the other as a permanent measure? Before long the young one has to learn to feed itself by its own efforts. Does this not

hold good equally in the field of adult education? The adult illiterate should before long learn to read and write. Nothing can be a more potent and lasting instrument than literacy in the acquisition of knowledge. Though the cinema and the radio are designed to cater to people of different tastes, they cannot by their very nature satisfy all to the same degree and to the same depth, as libraries. In a library a person can find books which will satisfy not only his immediate requirements, but also his permanent interests, books that will help him to unfold himself and develop into a complete personality. The books can be his constant companions.

In this context the question arises as to how far the libraries as they are can be useful to the neo-literates. It must be admitted that there are not many books now available in the libraries and the market which are suitable for neo-literates, either in content or in grading or in the get up. The books found are generally intended either for adults who have had formal education or to youngsters, with an immature mind, still in school. Though the subject matter of the books intended for adults might appeal to the neo-literate adult, the content may be too much or the language may be unsuitable. It is not always that matter intended for the young will be useful to the adult even though the language may be simple. Therefore these books fail to rouse and sustain the interest of the adults. The skill in reading that a neo-literate acquires cannot be sustained, if not improved upon, in vacuum. It can be improved or at least kept up only by constant practice in reading. This focusses our attention on the need for an adequate supply of books specially prepared and published for adult neo-literates. Unless suitable

books are provided to the neo-literates they will lapse into illiteracy in a short time and the money spent on adult literacy will be a waste.

The provision of such books will not only enable the neo-literate adult to enrich his knowledge and keep abreast of the times but it will help him to use his leisure profitably and joyfully. The joy of achievement which he derives when he acquires knowledge through independent study, through his own efforts, gives him confidence; hope, strength and courage which are essential for human progress.

It will be appropriate to consider certain fundamental requirements of these publications :—

- (1) The matter must be suitable to the Adults and not one meant for immature minds.
- (2) The matter must be related to his daily life and occupation and thereby satisfy his immediate needs and interests. Such books are more likely to keep his interest in reading alive more than those, however useful in the long run, that do not deal with his present needs. In short, the books for the earlier stages should have practical value.
- (3) As regards language it should be simple and should contain vocabulary which is in common use. The ratio of unfamiliar words should be low enough to begin with, perhaps not more than one in twenty, which may increase very gradually in the later stages. While testing our material for neo-literates it was revealed to us that the adult neo-literate wants no doubt the familiar vocabulary but certainly not the colloquial and slang form of it. When he learns he wants to learn as correctly as any one else. The sentences should be short and not long. Conversational form of presentation has greater appeal.
- (4) The subject should be adequately and suitably illustrated. The

more the illustrations of the right kind, the more the certainty of the neo-literate reading them fully. Illustrations should help comprehension and should be relevant to the matter. The illustrations should be bold and clear.

- (5) Get up is perhaps the most important factor in the production of literature for neo-literates. The adult neo-literate sees the book before he reads. Naturally its appearance must attract him before the subject or the manner of its presentation rouses and sustains his interest. The value of a good get up cannot therefore be over emphasised. The colour, the design and the finish of the wrapper should be of the superior variety. The paper on which the book is printed should be thick enough as not to show through. The types used have to be bold. They may diminish in size to some extent as the series advances.
- (6) The price of the books should not be fixed with an eye on financial returns but with an eye on rousing on a large scale reading habits of the right type. Unless these publications are cheap enough for the poor people, they may not go in for these but may turn to other cheaper material of doubtful value which perhaps might sometimes produce harmful results. If necessary such books should be subsidised by Government for some years to come.

It is a good augury that the need for the supply in large numbers and continuously is being realised, though, as some may complain, not to the extent necessary. Now that beginnings have been made, in a small way, let us hope that they will gain momentum as they go along and we will have a copious and welcome flood of good literature suitable for neo-literates.

FROM OUR ASSOCIATIONS

BOARD HIGH SCHOOL, AUTHIYUR *Nationalisation of Text Books*

The Move set afoot by the Madras Government to monopolise the preparation, printing and sale of Text Books, even as an initial measure, in the first three classes, cannot be deemed to be a move in the right direction. Judged by bitter experience, Government as a manufacturer, has been a miserable failure both in point of economy and promptness. The plea that private firms put in the field books not up to the mark in point of get up, price, matter, method etc., and that corrupt influences come to play to vitiate the atmosphere of education, does equally hold good in the case of the Government which is also manned by ordinary human beings susceptible to such influences and practices. Monopolistic concerns arrogate to themselves undesirable practices which are sure to tell upon the output of the commodity. Freedom and love of desirable and intelligent brains is the normal feature of a free enterprise. When that is checked enthusiasm dies down. A corrupt routine, which is above questioning, sets in and vitiates the entire atmosphere. It looks equally wonderful to think that the whole scheme of education, if at all it should be effective and efficient, must be teacher-centred and not book-centred. Why then give undue importance to books which are only trivial guides, intervening between the competent teacher on the one hand and studies syllabus on the other?

Further, the Government does not undertake to print supplementary reading books, which are yet in the hands of the Book Publishing concerns. It is an acknowledged fact that supplementary readers are not easily marketed.

The loss incurred by their publication is made good by the sale of Text Books which alone commanded heavy sales in the market. It is wrong philosophy to

ask firms to undertake losing concerns, leaving to the Government an open field to make enviable bargains.

The greatest minds are fighting tooth and nail against the proposed scheme purely guided by broader motives. A party in power may degenerate to such a level that they may even dictate the contents, aims, scopes and language of the books, to meet party ends. Why lend such a name to a field which must be above politics?

THE RAMANATHAPURAM DISTRICT TEACHERS' GUILD

The Annual Conference of the Ramanathapuram District Teachers' Guild was held on Saturday the 30th November 1957. Sri P. A. C. Ramasamy Raja, the correspondent of the P.A.C.M. High School, Rajapalayam presided. In the unavoidable absence of Sri R. V. Rudrappaswamy, District Educational Officer, Virudhunagar, the Conference was inaugurated by Sri A. K. D. Venkata Raja, Retired District and Sessions Judge.

The National flag was hoisted by Sri K. S. Subramaniya Iyer, a former president of the Guild. After the welcome address by Sri N. Venkatakrishnan, Headmaster, P.A.C.M. High School, Sri Duraikannoo Mudaliar, President of the Guild, outlined the aims and achievements of the Guild. He said that the teachers must be united and must strengthen the Guild.

In the afternoon the conference divided itself into two groups namely the Secondary Education Section and the Elementary Education Section. A number of Speeches were made by various speakers who put forward a forceful plea for the up-grading of the pay and better treatment of teachers by the Government.

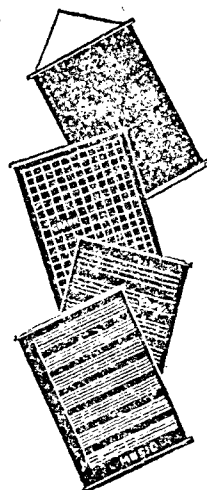
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and the managements. The defect in the present system of Education and the need for a steady policy were also pointed out.

The general session began at 5 P.M. Sri S. M. Ganapathy, Secretary of the Guild welcomed the visitors and the delegates. The president of the evening Sri P. A. C. Ramasamy Raja delivered his presidential address in which he compared the teacher of the ancient days with the teacher of the present days. He exhorted the teachers who are the chosen children of Goddess Saraswathy, to work with zeal and enthusiasm.

Sri P. Doraikannoo Mudaliar in his capacity as the Hon. Director of the Department of Extension Services of the Dr. A. C. T. College then addressed the gathering and explained the scope and programme of the department of extension services. In the business meeting at 7 P.M. a number of resolutions were passed by the conference. The conference adopted a resolution requesting the Government to extend the pension scheme to all categories of teachers and to guarantee security of tenure to the teachers. The conference passed resolutions urging the Government to sanction house-rent allowance to the teachers and not to increase the teacher-pupil ratio as proposed in the White Paper. The conference passed a resolution

requesting the Government to stop the proposal for publishing of Text Books from the next academic year onwards. The conference passed another resolution congratulating the president of the S.I.T.U. Sri T. P. Srinivasavaradhan on his "Sashtiabtha Poorthi" and wishing him a long life to serve the cause of the Teachers.

Then the conference elected Office-bearers of the Guild for the year 1957-58.

President :

Sri P. Doraikannoo Mudaliar

Vice-Presidents :

Sri M. Raja Iyer

Sri D. Sebastian

Sri S. Ramalingam

Sri P. Natarajan

Sri S. Thiruchitrambalam

Secretary & Treasurer :

Sri S. M. Ganapathy

Joint Secretary :

Sri N. Venkatakrishnan

Representative of the Guild on the S.I.T.U. :

Sri M. Raja Iyer and Sri D. Sebastian

After the singing of the National Anthem the conference came to a close.

OUR BOOKSHELF

Students' Shakespeare—Macbeth : Edited by S. Bannerjee and A. K. Sen. (Mahajati Prakash, Calcutta-12. Price Rs. 4.50 nP)

A very nicely got up volume, the book contains the text of Shakespeare's Macbeth. At the bottom half of each page, the meanings of the original passages in the upper half, are given in easy understandable form. There are a few illustrations.

There are also chapters containing introduction, notes, extracts from other criticisms. Questions set in the university examinations of the different years and the answers will be found very invaluable by college students.

The authors have spared no pains in bringing out a book solely from the point of view of its usefulness to the university students. We wonder if the authors have brought out the other plays of Shakespeare on the same plan.

Careers in Psychology : By Dharm Vir. (Manasayan, Hauz Kazi, Delhi-6. Price : Paper bound Rs. 3.50 nP; Cloth bound Rs. 5/-)

The book gives a complete description of the various jobs for trained psychologist in India. In about 100 pages of this volume is found valuable information regarding the relevant courses and branches of psychology taught in various universities to completely guide any student or interested reader.

The book will be found immensely useful for students intending to pursue higher training in Psychology as it gives them in one place all relevant information regarding courses, prospects, etc. It is also useful for professional in the field as it gives a comparative statement of courses of psychology taught in various Indian Universities.

Children's Picture Composition Books 1 to 5 : By V. N. Gondhelekar. (Keshav Bhikaji Dhavale, Bombay. Price : Book-1, 32 nP., Book-2, Book-3, 4 As., Book-4, 5 As., Book-5, 6 As.)

Intended for the use of pupils of high schools from Form II to Form VI, these attractively illustrated books cannot fail to provoke the pupils to give expression to their thoughts on seeing the pictures. Each picture has suitable hints in the form of words and phrases to help the pupils in their composition.

Besides, each lesson has a few exercises for children's home work. The subject matter is within the understanding of the pupils on account of its familiarity and is graded.

Rashtrabhasha Sachitra Rachana Books 1 to 3 :

These are picture composition books in Hindi, being translations of the English books mentioned above. In their get up and size, they are exactly similar to the lessons in English.

(1) *Higher English Composition* ; (2) *Higher English Essays* : by S. Banerjee and A. K. Sen. (Mahajati Prakash, Calcutta-12. Price (1) Rs. 3-12-0 ; (2) Rs. 4/-.)

These are very useful books on the subject of general composition and essays intended for the use of Inter and B.A. class students. The authors have taken great pains in going through the answer papers of some first class students credited for their performance and have given constructive criticisms of the answers besides correcting them. They have also given in these two books a good number of model compositions and essays written in the style of the standards which will be found very useful by candidates appearing for these university examinations.

Religio Medici : Christian Morals : By Sir Thomas Browne. (Price 4 sh.)

The views expressed in this volume reflect a humane and attractive personality. The first part of *Religio Medici* contains many memorable phrases and opinions, but it is to the second part, viz., Christian morals that readers will more often tune for the pleasures of re-reading.

Under Western Eyes : By Joseph Conrad. (Price 5 sh. 3 d.)

This is a sort of historical novel dealing with the past. The various figures playing their part in the story owe their existence to the general knowledge of the condition of India and of the moral and emotional reactions of the Russian temperament to the pressure of tyrannical lawlessness.

An Outcast of the Islands : By Joseph Conrad. (Price 5 sh. 3 d.)

This is the most tropical of the author's eastern tales. The character Willems is the creation of author's own imagination. Obviously the author is not indifferent to a man on whose head he has brought so much evil, simply by imagining him as such as he appears in the novel.

C. R.

EDITORIAL

The 32nd All-India Educational Conference.

We publish in this issue the welcome and presidential addresses delivered by Sri C. Subramaniam, Minister for Education and Sri C. D. Deshmukh, Chairman, University Grants Commission, respectively at the 32nd All-India Educational Conference, held in December 1957.

The welcome address contains a compliment to the work of the All-India Federation of Educational Associations and states that if all the resolutions and proceedings of the previous conferences had only been carefully considered then and there, no necessity could have arisen for committees and commissions appointed by the Government. Mr. Subramaniam, Chairman of the Reception Committee, reiterated the facts contained in the White Paper report issued by the Government of Madras which, he stated, indicated the policy of the Government of Madras to be pursued in regard to the recommendations of the Secondary Education Commission. He also seemed to imply in his presentation of the main features of the report that a similar procedure could be usefully followed by the other States, so that a common programme of primary and secondary education might be achieved. One could not have failed to notice the anxiety of the Minister for Education to keep the expenditure in his department as low as possible, because as Finance Minister he had also to keep his eyes on other departments, particularly the profit yielding projects.

Sri Deshmukh in his address as President of the Conference, goes more searchingly into the proceedings of the previous Conferences of the A.I.F.E.A. and particularly the resolutions of the various sectional conferences. He seems to suggest that the A.I.F.E.A. should see to the implementation of the resolutions

on the part of the Government and the creation of healthy public opinion among teachers so that the provisions of the Teachers' Charter, particularly those pertaining to the responsibilities, might be respected on the side of the teachers. He condemns the practice of overnight change-over of ordinary elementary schools into basic schools and advises integration of the two methods in the existing elementary schools.

His advice with regard to adult education needs attention by the authorities of this State. We feel that adult education has received a set-back here owing to the policy of Government in confining social education to Block Development areas. Sri Deshmukh offers a number of suggestions for the education of the rural people and we think they are all worth consideration on the part of the authorities. His advice to teachers to be contented with emoluments lower than those in other walks of life may not be relished by the younger generation of teachers. He bases his argument on the analogy that teachers are nowhere in the world paid better. He warns them, however, that in accepting vocations which would get them an extra earning, they should see that it is in keeping with the dignity of their calling and does not lower them in the estimation of the public.

Our Welcome to Governor

The teaching profession in this State extends a hearty welcome to Sri Vishnuram Medhi, the Governor of Madras. He comes with a record of service as the Chief Minister of Assam. He will find in our State many things which are common throughout India. Differences that exist now are only superficial and some of them are man-made. There is an underlying unity prevailing throughout our great and hoary land. We wish him a successful career.

The end of the world

'THAT,' thought the hare, 'must surely be the Earth crumbling to pieces.' He had heard the thud of a fruit falling on dry leaves. 'I must run to save my life,' he mused.

He ran so fast that a deer, grazing in the fields, asked him, 'Why all this haste, brother?'

'Don't you know that the Earth is falling apart?' panted the hare. 'Save yourself! Follow me!'

The deer raced after him. And soon they were joined by a buffalo, a wild ox, a rhinoceros, a tiger, an elephant and even a lion. In fact, the whole animal world followed them in a great procession.

They thundered on for miles and miles—until they were tired. Then the elephant began to wonder why there were no more signs of the Earth's collapse. So he asked the tiger: 'Brother Tiger, are you sure that the Earth is breaking up?'

The tiger stopped. 'Well, so the rhinoceros informs me,' he said.

'I'm not sure,' cried the rhinoceros. 'Only the wild ox tells me so.'

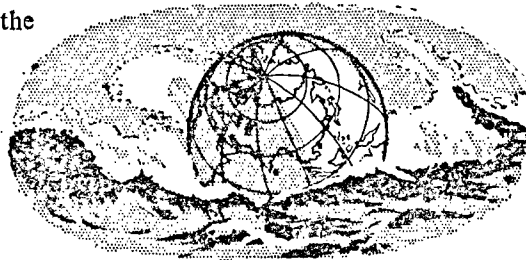
The wild ox bellowed: 'Don't blame me! I only repeat what the buffalo said.'

The buffalo pointed to the deer;

and the deer mumbled, 'The hare started the story.'

The elephant trumpeted for the hare and asked: 'Well, Mr Hare, who told you that the Earth was collapsing?'

'Nobody need tell me,' said the hare importantly. 'I knew as soon as I heard a sound like a thud. And I



thought it was certainly the end of the world.'

'You thought so,' laughed the elephant. And all the other animals went off, roaring with laughter.

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The South Indian Teacher

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Volume XXX - 1957

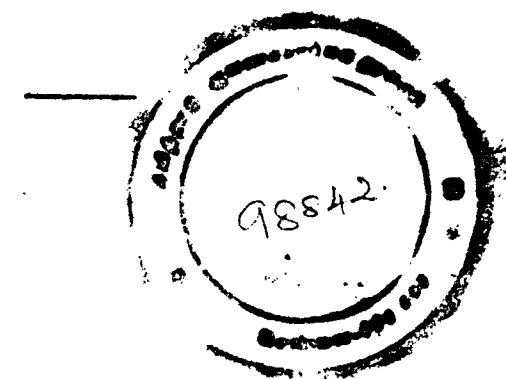
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WREN AND MARTIN'S
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GRAMMAR & COMPOSITION

"A Standard Book."
The Bombay Teachers' Journal (March, 1937)

Both Wren's "High School English Grammar" and Wren and Martin's "High School English Composition" are now largely used in schools. At the suggestion of several Headmasters, this ONE-VOLUME edition of the two books is published at a low price. Part II of "High School English Grammar" is, however, omitted as Part I of "High School English Composition" covers the same ground somewhat more fully.

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