

Edu S. P. H. (1948) Department.

His SERIES.

Letter
G.O. No. 636 Edu.

Dated 26-6-48.

[Despatch Abstract.]

Education & report of the Central Advisory Board of
Education on Post-war Educational Development in India -
Memorandum by the Education, Health and Lands Department.

Back Papers.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.

Further Papers.

G.O.	No.	Department.	Date.	G.O.	No.	Department.	Date.
Letter (11)	2522	Edn.	25/11/47.				
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No. P. 31-3/44-C.A.B. #19
Government of India.
Department of Education, Health and Lands.
Central Advisory Board of Education.

Binia, the 15th January, 1945.

From The Joint Secretary to the Government
of India,
to The Secretary to the Government of
Madras, Education and Public
Health Department, Madras.



Memorandum by Education, Health
and Lands Department in regard to the
Report by the Central Advisory Board
of Education on Post-war Educational
Development in India.

02849

Sir,

In continuation of this Department
letter No. P. 10-43/43-C.A.B., dated 14th March
1944, forwarding copies of the Report by the
Central Advisory Board of Education on
Post-war Educational Development in India,
I am directed to forward herewith for the
information of your Government a copy of the
memorandum indicating the attitude of the
Department of Education, Health and Lands
towards the said Report.

I have the honour to be,
Sir,

Your most obedient servant,

Ashfaq Hussain
for Joint Secretary.

POST WAR EDUCATIONAL DEVELOPMENT IN INDIA.

Memorandum by Education, Health and Lands
Department in regard to the Report prepared
by the Central Advisory Board of Education.

1. This Report has been prepared by the Central Advisory Board of Education at the request of the Reconstruction Committee of His Excellency the Viceroy's Executive Council. It is largely based on surveys of the main branches of educational activity which have been carried out by special committees of the Board during the last six or seven years and may therefore be taken to represent the considered opinion of a number of people, officials and non-officials, who have had a wide experience of educational administration, not only from the point of view of the Central Government but also from that of the Provinces and States. In accordance with their usual practice, the Board have consulted the Inter-University Board and have also given due consideration to the observations of such bodies as the Indian Universities Conference and the Indian Public Schools Conference.

The Hon'ble Member in charge of this Department as Chairman of the Board, presided over the meeting when the Report was finally adopted. His predecessors in office have presided over the meetings at which the Reports of the Special Committees, on which the present Report is based, were approved. The Educational Adviser to the Government of India is an ex-officio member of the Board and has been a member of all the Special Committees referred to above. The Department have thus been in close touch throughout with the work of the Board and are in general agreement with the proposals contained in the Report now under consideration.

2. Before attempting to indicate the steps which should in their opinion be taken to implement the Report on the assumption, of course, that its proposals commend themselves generally to the Reconstruction Committee, the Department wish to refer to the main issues raised in the notes of certain members on pages 100-107 of the Report. The most important of these concerns the future relations between the Central and Provincial Governments if, as would appear inevitable, the financial implications of the scheme involve substantial grants-in-aid from Central Revenues. Some of the Members in question apprehend that this may lead to some infringement of Provincial autonomy. The Department are of opinion that no Central Government can be expected to subsidise Provincial activities on a large scale without requiring to satisfy itself that the money is spent for the purpose for and in accordance with the conditions on which it was given. At the same time, since there would seem to be a large measure of agreement both as to the objects to be secured and as to the general policy to be followed in securing them they see no reason why such liaison between the Centre and the Provinces as may be essential should involve any onerous interference by the former with the latter. They look forward indeed to the establishment in the common interest of a cordial spirit of co-operation between the parties concerned. That this is not impracticable can be shown from the experience of Great Britain and other countries, where the cost of a public system of Education is defrayed partly from Central and partly from Local funds. The Report recognises, and the Department agree, that for practical reasons the administration of Education, at any rate up to the end of the High School stage, must remain a Provincial responsibility. Within this sphere, which in fact covers a very large part of the whole educational field, it is contemplated that Provincial Governments will prepare development programmes suited to the needs of their respective areas and that once the Central Government is satisfied that these conform generally with the principles laid down in the Report, its subsequent concern will be limited to seeing that they are carried out within the period

specified....

specified and to affording the Governments concerned such experts advice and assistance as may lie in their power. With regard to the higher ranges of education, there is general agreement that the more advanced forms of technical, commercial and art education, in view of their special character and their intimate relation to the requirements of industry and commerce can hardly be organised efficiently on a Provincial basis. Moreover if higher technical education was made to be a Provincial concern, it would be an unduly heavy strain on the resources of some of the Provinces where industries would be concentrated and would deprive students in other Provinces, of the facilities of higher technical education, altogether. The future development of University Education, with special reference to India's probable post-war needs, is a problem of greater complexity and the Central Advisory Board have given prolonged consideration to it. In the Department's opinion the machinery for ensuring the necessary co-ordination of University activities in general and of new developments in particular, which is described at the end of Chapter IV of the Report, provides a practical means of obtaining the desired and without depriving Provincial Governments of their legitimate interest in their local Universities.

Fears have been expressed by the Vice-Chancellor of Annamalai University and by the Director of Public Instruction, Madras, that the application of the selective principle for higher education may result in unfairness to members of backward communities. The Department recognise that pending the complete establishment of a natural system of Education which caters impartially for all, special measures may be necessary to safeguard these and other interests during the transitional period. This, however, will be a matter for the Educational Authorities concerned and there is nothing in the Report which precludes them from taking such measures as they may think necessary in this connection. There can be little doubt as to the validity of the selective principle itself. Boys and girls are born with different abilities and aptitudes and apart from any question of social justice the public interest requires that those with the requisite capacity, in whatever class or community they may be found, should be given the chance of further education in order that they may be equipped to serve the community to the best of their ability.

The question of Religious Education has also been raised. The Introduction to the Report contains an explicit if brief reference to the importance of this issue, but since the Central Advisory Board have appointed a Special Committee to investigate the matter, its findings may be awaited. These are unlikely in any case, to affect the main lines of development laid down in the Report.

3. Khan Bahadur Mian Mr. Afzal Husain has raised an issue which is so fundamental that it calls for separate comment. On page 3 of the Introduction to the Report the Board have expressed the definite and carefully considered opinion that if, as would appear to be the case, a universal compulsory system of basic education can only be introduced by stages, the progression should clearly be from area to area and not from age to age. K.B. MIAN AFZAL HUSAIN fears that the operation of this principle may create "serious social conflicts", since the people in certain areas may have to wait a long time for educational advantages which those in other areas enjoy. The difficulty is a real one but it is impossible to see how it can be overcome without adopting the procedure of gradually raising the school leaving age, which experience in other countries has shown to be both wasteful and inefficient. The various stages of any well-planned educational structure should be closely inter-related and any scheme for development will fail to achieve its purpose if it provides education for all up to a certain point, e.g. the end of the primary or junior basic stage, without providing at the same time the necessary facilities for further education for those who have the capacity to benefit by it. The urgent need for increasing the supply of persons with expert knowledge and equipped to fill positions of responsibility in all spheres of the national life, need....

need hardly be emphasised and the time required to satisfy it will be indefinitely extended if the number of High Schools from which the additional teachers required must be recruited is not very largely increased as quickly as possible. Moreover, apart from this, for reasons stated in Chapter VII of the Report, it would be impossible for a considerable time to come to provide the teachers required even to enable a universal system of primary education to be established simultaneously all over the country. Any period of compulsory attendance shorter than the primary course, i.e. five years, would not ensure permanent literacy and would in fact perpetuate the unremunerative character of the present expenditure on Education. The Department, therefore, agree with the Board that if any early start is to be made and until the requisite supply of teachers is available, it will be inevitable that the responsible authorities should concentrate mainly on selected areas in the first instance. There is no need in fact it is undesirable - that these areas should be contiguous. Provided that each is of an economic size it would be well to scatter them over the whole Province or State, ensuring a proper distribution of educational facilities among all communities and classes of people. Moreover, concentration on certain areas need not preclude the provision of facilities in other areas where a real demand for Education exists and arrangements may perhaps be made for children outside the selected areas to attend school in those areas where it is feasible for them to do so. Furthermore, it is reasonable to expect that public opinion which might acquiesce, as elsewhere, in an inadequate provision of Education if this were the same for all, would be stimulated to demand the most rapid extension possible by the very fact that certain areas were given facilities in advance of others.

4. It has been made clear in their Report that the Board expect Provincial and State Governments to work out for themselves the best way of carrying out the policy outlined therein, but if progression from area to area is accepted as inevitable for the reasons already stated, it may be useful to set out certain considerations which should, in the Department's opinion, determine the minimum size of any area. The essential principle is that the area should be large enough to justify the provision of an adequate variety of facilities at the High School stage and this may be taken as the determining factor. It is also desirable that the area should be partly urban and partly rural, though there is no reason why an area exclusively urban or exclusively rural should not be an effective unit for organisation. The advantage of a "mixed" area is that it emphasises the importance of variety more clearly than an area of uniform character. Such an area will obviously need, in addition to High Schools of the normal academic type, High Schools with a technical or commercial bias for urban districts and others with an agricultural bias for rural districts. It is suggested that in order to afford scope for the requisite variety, the area should be large enough to provide sufficient children on the selective basis prescribed in the Report to fill 12 High Schools, and in order to ensure the minimum variety of curriculum in the individual schools, each school should be large enough to contain at least two "streams" i.e. two parallel classes in each year of the course. On the basis of 30 pupils per class and a six years course, each High School would thus contain not less than 360 pupils and an area with 12 schools will have not less than 4,320 pupils at the High School stage. Assuming for the sake of simplicity that the school population were throughout uniformly distributed, this means, that there would be 18,000 pupils in the primary or junior basic stage, and 8,640 in the middle or senior basic stage. A school population of 28,300 between 6 to 14 would mean a total population of about 1,46,000.

It will probably be convenient that pre-primary education should be organised on an area basis but for reasons already explained it can hardly serve the purpose of Higher Technical Education or University Education. A separate approach on much broader lines will also be required for such branches of Education as Adult Education, Training of Teachers, Employment Bureaux and the provision of Recreative and social Activities for people of all ages. There is of course no reason why areas should be of uniform size or restricted to the basis set out above. There may be excellent arguments in favour of making them much bigger in many places, and it will almost always be desirable to treat large towns and their suburbs as single administrative units. On the other hand, particularly in the earlier stages, when the rate of expansion is restricted by the number of teachers available, it will be easier with smaller units to meet the special claims of backward communities and to obviate the criticism that one geographical section of a Province or State is being favoured at the expense of the rest.

5. The Department are in complete agreement with the Board that the problem of obtaining an adequate supply of efficient teachers is the predominant issue and that it must determine both the cost of the scheme and the time which it will take to bring it into full operation. The Department share the doubts of the Board as to whether the scales of salary proposed, though considerably in advance of those paid at present in most areas, will in fact attract teachers of the right type in the requisite numbers. At the same time they strongly endorse the opinion that it would imperil the ultimate success of the scheme if, in order to secure more teachers more quickly, the standards prescribed for qualifications and training were in any way lowered. It is possible that a number of suitable recruits to the teaching profession may be found among ex-service men and it is to be hoped that every opportunity will be given to those with the necessary personality and educational background to obtain the minimum qualifications which the Board have laid down. It must not be forgotten, however, that teaching is, or should be, a skilled profession and the mere fact that a man has proved himself a good soldier is no guarantee that he will necessarily make a good teacher. One of the most important tasks which the responsible authorities will be called upon to undertake during the preparatory period and during each subsequent period as an increased supply of recruits to the teaching profession becomes available will be to make proper arrangements for training them. This implies in the first instance the establishment of the necessary Training Schools and Colleges with competent up-to-date staff. A considerable expansion of the educational administrative staff will also be required. For both these purposes carefully selected men and women should be sent to study abroad in order that the results of modern experiment and research may be made available in India and the need for importing foreign experts may be reduced to a minimum.

6. Although for reasons explicit both in the Board's Report and in this Memorandum it is of the first importance that any national system of education should be built on a broad and sound foundation in order that its higher stages may be supplied with students of approved capacity and with a good preliminary training and that for this purpose the structure in each area should be as complete as possible, the over-riding necessities of the post-war situation may require that special attention should be devoted in the first instance to those branches of education which can make an essential contribution to immediate national needs. There can be little doubt that India's economic development, both in the agricultural and industrial fields, will depend on a supply of skilled personnel in all grades, including research....

Education on a national scale. Special attention to the technical

research workers, which it is altogether beyond the powers of the present educational system to produce. An immediate and important contribution in this respect may be expected from the skilled men now in the Army or engaged on war Production. Labour Department, in conjunction with the military authorities, have plans in hand for reconditioning these men, where necessary, for absorption in civil industry but to maintain and enlarge the supply will be remain a direct responsibility of the educational authorities. It is therefore for consideration whether the National Council for Technical Education, as proposed by the Board, should not be at once established in order that, in consultation with Provincial Governments, which are to remain responsible for the lower stages of technical instruction, it may prepare plans as quickly as possible for developing technical branch of education must not, however, be allowed to interfere unduly with the carrying out of the development programme as a whole, otherwise the sources from which suitable technicians may be drawn, so far from expanding will tend to dry up.

7. The Department wish to call special attention to the conclusion of the Report in which the financial implications of the proposals it contains are discussed. They share the Board's conviction that the development of India's economic resources and the expansion of her social services are inseparably connected and must proceed side by side, even though this may involve in the early stages the adoption of financial measures not hitherto favoured in this country. The problem of the supply of teachers will inevitably restrict the rate of development in the earlier years and may thus ease the financial situation but whether during this period recourse to loans for meeting current expenditure will be necessary is a matter for the financial authorities to decide. There can, however, be little doubt that the Board are right in holding that any large programme of capital expenditure on school construction will have to be financed out of loan, as is the practice in Great Britain.

Whatever may be the final decision in regard to the financial and other issues raised in the Report, the Department are of opinion that if the proposals it contains are to be carried out, the Central Government will have to provide liberal assistance to Provincial Governments and perhaps also to those States which may desire to participate. Before any beginning can be made with the preparation of detailed plans, it is essential that the Governments concerned should know the extent to which and the conditions on which such assistance will be forthcoming. The Department suggest that it should take the form of an agreed percentage of Provincial or State expenditure on approved development programmes covering specified periods and designed to secure the progressive carrying out of the scheme as a whole. As soon as the question of Central grants has been settled, Provincial Governments may be asked to proceed at once with the formulation of their proposals and the educational staff of this Department, subject to the necessary strengthening, will be prepared to afford all possible assistance to Provincial Governments in this connection. So far as Education is concerned the necessary liaison between the Central and Provincial Governments has already been established through the Central Advisory Board and in other ways. The need for the appointment of special Development Officers in this connection will not, therefore, arise. Simultaneously, the Central Government will draw up plans covering those parts of the scheme for which they may accept direct responsibility.

The Board's Report deals primarily with British India but should any of the Indian States decide to participate in the scheme the Department, if so desired, will be only too willing to aid in their case also.

P.P.
5.50 dt 3.11.44



D/o. No.

04770

Adviser
EDUCATIONAL COMMISSIONER
TO THE GOVERNMENT OF INDIA,
New Delhi,

29th January 1945

Dear Mr. Subramanian,

Post-War Educational Development - Report of
the Central Advisory Board of Education.

I have not replied before this to your letter of
the 14th of November enclosing a copy of a report of the
D.P.I., Madras, in regard to the above matter as I had
hoped to have an opportunity of discussing personally with
Sir Meverel Statham some of the issues which he has raised
therein. Unfortunately owing to his sudden death, the news
of which I heard with the greatest regret, this opportunity
will not now occur.

I do not think, however, that it is necessary for me
to deal in any detail with the criticisms which he has made
on the Central Advisory Board of Education's Post-War Plan.
Some of them will no doubt be covered by my letter of
No.F.114-1/44-E, dated 30th November 1944, but if there are
any other points about which your Committee on Post-War
Reconstruction would desire further elucidation, I shall
be only too glad to furnish it on hearing from you.

I am afraid that in some connections Sir Meverel
misconceived the aims and objects which the Central Advisory
Board have had before them. This may be due to the fact,
regretted by no one more than myself, that in recent years
Sir Meverel was very seldom able to attend the meetings of
the

the Board. In fact of the last 18 meetings of the Board and its Committees to which he was invited, I find that he only attended two. Moreover, although I always notified him of my intention to visit Madras, it was only on one occasion that I was fortunate enough to find him there. Consequently I cannot help feeling that some of his criticisms of the Board's Report were more due to lack of contact than to any fundamental difference of opinion on matters of educational principle.

Yours sincerely,

M. V. Subramanian

M.V. Subramanian, Esquire, I.C.S.,
Secretary,
Education and Public Health Deptt.,
Government of Madras,
Madras.

Education and P.H. Department.

LETTER/Ref. No. 636 Edn dated 24-6-45.

To

The Secretary to the G. of I.,
Deptt. of Edn., Health and Lands,
NEW DELHI.

Sir,

25 - Report of the Central Advisory Board of Education on Post-War Educational Development in India - Memorandum by the Education, Health and Lands Department.

I am directed to reply as follows to the points arising out of the Memorandum forwarded with your letter No. F.31-3/44-CAB, dated the 15th January 1945.

2. In the penultimate paragraph of the Memorandum it is stated that financial assistance from the Centre to the Provinces will take the form of an agreed percentage of Provincial or State expenditure on approved development programmes covering specified periods and designed to secure the progressive carrying out of the scheme as a whole. The idea herein is expressed in another form with particular reference to the training, qualification and the salaries of teachers in paragraph 4 of the Govt. of India's letter No. F.114-1/44-E, dated the 30th November 1944. It has been explained in my letter No. 2768-A-34, dated the 21st January 1945, that in the particular conditions of this Province it would be necessary to continue, as a transitional arrangement, the Higher Elementary Grade type of teacher and the hope has been expressed that that provision would not prejudice the claims of this Government for participating in any assignment for education expenditure which might be made available from the Centre. Subject to this qualification, provision has been made for the minimum scales of pay recommended by the Board in the Madras Government's Five-Year Plan.

2. 12
3. I am to elucidate as follows the other points in the Memorandum with reference to the Madras Plan:-

(1) That compulsory education should ^{be} go up to the Senior Basic Stage (the VIII Standard of this Province): The Madras Plan provides for compulsion only up to the V Standard in the first instance. The reasons for this arrangement, as explained in the Report of the D.P.I., Madras (sent to the Educational Adviser to the Government of India with my D.O.No.2768-A-13, dated 14-11-1944), are the desirability of expedition in achieving the scheme of compulsion and that even a scheme of compulsion up ^{to} the V Standard ^{should ensure} would leave a permanent ^{for the pupils as a rule.} mark of literacy. The Madras Government expect to

complete this part of the programme in ten years and ^{it is} ~~would~~ be entirely preparatory to the introduction of compulsion up to the VIII Standard at the earliest possible stage. *p. 208 m.f.*

The Madras Plan provides a time limit of 20 years from the start to achieve this goal too. In the meantime there need be no apprehension that there will be no facilities for further education for the increasing number of pupils that will be passing out of the V Standard. ~~The need for providing facilities in that direction will arise only after five years from the start.~~ *U/12*

A proportion of these pupils will be absorbed in industrial schools of the artisan type. Such additional places in high schools as may be necessary can be provided without difficulty. *p. 152-18*

(2) Secondary Education - Admission on

selective basis: The Central Advisory Board's recommendation is that while providing places in high schools for at least one out of every five pupils passing out of elementary schools, ^{to ensure} ~~to ensure~~ that only such pupils entered ^{to should be} ~~were~~ secondary schools as ^{are} ~~are~~ likely to take full advantage of secondary education. Even now, in this Province, pupils passing out of elementary schools are admitted *p. 19 m.f.*

13 8 -3-
only to the classes in secondary schools for which they are found fit by the Headmasters. The Provincial Post-War Education Committee which considered this matter opined that there should be no further restrictions. The Madras Government are proposing to have the question examined further. *p. 4 m.f.*

(3) Adult Education: As explained in para 11 of the Director's report referred to in (1) above, the Department of Education in this Province has not ^{so far been carrying out} been having ^{any} programme of Adult Education, nor is a scheme under that head provided for in the Post-War Plan as now framed. The subject will be re-examined. *p. 20 m.f.*

(4) Control of higher technical education: In my letter No. 125 dated 26.1.45, the Government of India have been apprised of this Government's opinion that technical education should continue to be the ^{sole} ~~sole~~ responsibility as at present. *U/12*

(5) University Grants Committee: It is understood that the proposed Committee will deal only *p. 16 NF*

with all-India Universities and that grants which Provincial Governments make to the Universities in their Provinces will not come under its purview at present.

4. In the circumstances, the Government trust that their post-war plan will be acceptable to the Govt. of India and that their assistance will be made available ^{by a generous} in the allocation of funds ^{from the amount} that may be released for the purpose from the Central revenues.

Y.O.S.,

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Sub:-

p. 902

p. 1 et. Reg. 102

N. 215-17

The basis for the 96 is not clear
Stat. is not clear

p. 20 mit

D. O. No. 2849 A S dated 26.1.45

Dear Dr. Sargent,

Please see your D.O. of the 29th January 1945.

I share your regret that by Sir Meverel's sudden death ^{you} we have been deprived of the opportunity of discussing the problem, and ^{with him} clearing up some of the outstanding issues.

The question of post-war educational development has now been reviewed with reference to the Memorandum sent with your official letter No. F.31-3/44-C.A.B., dated the 15th January 1945, and to the subsequent discussion which Sir Thomas Austin had with you at New Delhi on the 8th March. I am directed to enclose a copy of the official letter which is being addressed to the Government of India in the Department of Education, Health and Lands. ^{While that} ~~that~~ letter traverses issues which definitely come within the purview of the Central Advisory Board's Report, there is one other point which you raised with Sir Thomas, viz., that, in many village schools in Madras, Scheduled-class children are not ^{admitted freely} admitted. ^{however} ~~As to this~~, I am to explain that under the specific instructions of the Madras Government the ^{Provincial} ~~Madras~~ Educational Department has been conducting for the last twenty-five years a vigorous drive to see that all recognized schools admit Scheduled-class pupils freely. The Government have been obtaining annual reports, watching progress and issuing supplementary instructions whenever necessary. The latest report (1943-44) on ~~on~~ public instructions in the Madras Presidency shows that out of a total of 16,782 elementary schools under public management all but eight were in buildings accessible to Scheduled classes and that suitable action was also being taken in regard to the remaining eight schools. In respect of schools under private management, the

rules of recognition and aid are so stringent that practically no school can survive if it fails to admit Scheduled-class pupils. The rules in this respect have been in this stringent form for the last 12 years and there is no reason to apprehend that the Department has ever been slack in enforcing them.

Yours sincerely,

6.4.45

Dr. John Sargent, M.A.

Educational Adviser
to the G. of I.,
SIMLA.

D.S.P.P.
288
25/6/45

Notes

E & P. H. Dept.

From the Secy. of P. H. Dept. of Ed., Health & Lands, No. 7.31-3) L.C. A. B., 8.15.1.45.

Post-war ed. Development

The post-war educational schemes as they have emerged from the Provincial committee do not generally follow the lines of the report of the central Advisory Board of education. If, as is made clear in this Memorandum, the central Govt.'s financial help is to be contingent on schemes of provincial Govts. being submitted and approved by the Secy. of P. H. Dept. there is every probability of this Govt. being put to a very embarrassing crisis. Whatever the justification for the attitude taken up in the Memorandum, there is no doubt that it raises issues of constitutional importance. May the letter be circulated in accordance to H. E. & advisors?

We will have to see a measure passed. We can do it in Amritsar with P.P.O. by

He is not seen before now.

I think A2 may see this (and, if possible, advise A1 also of this) before going to the meeting this afternoon, so that it may not be a surprise if Sir A. J. Datta makes reference to this communication at the meeting; if the proceedings should offer an opening, a demurrer also may perhaps be voiced.

Special Meeting this afternoon 24/4/45

I don't see that the Memo. is contrary to any scheme. 24/4/45

A D.O. letter received from Mr. Sargent has been added - pp.9-10 C.F. With reference to A.1's minute on the previous page, the points arising out of the G. of I.'s Memorandum are noted on below, indicating the differences between the plan of the

Central Advisory Board of Education and the Madras Plan
2. Elementary Education (Ch. I of Bd.'s Report):

The Central Advisory Board's report requires that there should be compulsion right up to the Senior Basic stage, which corresponds to the VIII Standard of this Province, and that the introduction of compulsion should progress from area to area and not from age to age. The Madras Government's Plan, based on the recommendations of the Provincial Post-War Reconstruction Committee, provides

(i) that compulsion should be introduced right up to the V Standard, to begin with (apparently in recognition of current educational opinion which holds that a pupil who has passed through this stage of education is likely to remain permanently literate), and

(ii) that, after compulsion up to that stage has been introduced throughout the Province, compulsion should progressively be extended by stages, first to the VI Standard, then to the VII Standard, and later still to the VIII Standard.

The Memorandum assigns two reasons for the recommendation of the Central Advisory Board:-

(1) That a well-planned educational structure should be closely inter-related and that limiting compulsion at the Junior Basic stage (V Standard), without simultaneously providing facilities for further education for those who have the capacity to benefit by it, ~~should be deprecated~~ will fail to achieve the purpose

(2) That compulsion should be of a type which will fill in secondary schools as rapidly as possible so that training material of the secondary school stage will be available in adequate numbers to staff the considerable number of elementary schools which will have to be opened.

In regard to the above, the Madras Government has taken the following steps:

In regard to reason (1), it is not as if pupils who have reached the V Standard will be left adrift. For, at the present moment, the minimum educational qualification for admission to most industrial schools is the V Standard. Although the desirability of prescribing the VIII Standard has been recognized by the Technical Education Committee, the Committee said that the immediate raising of the Standard would not be feasible and would affect adversely many existing industrial schools. The Post-War Education Committee has also agreed that the qualification should be raised to the VIII Standard only when conditions permit. In the meantime, some of the V Standard pupils will be absorbed in industrial schools for the training of craftsmen and artisans. A percentage of the pupils in question can also seek admission to secondary schools and higher standards of elementary schools on voluntary basis, wherever facilities are available, as at present.

In regard to reason (2), this Government have already explained to the G. of I. that in the conditions of this Province it will be necessary to retain the higher elementary type of teacher for some time and have expressed the hope that that circumstance would not prejudice the claims of this Government for assignments from Central revenues. According to the Madras Plan, all the teachers necessary for implementing the compulsory education scheme are to be trained during the first five-year period and it is not anticipated that sufficient material will not be forthcoming. The Plan further contemplates that returning soldiers should also be encouraged to undergo training, if qualified.

3. Pre-Primary Education (Ch. II of Bd.'s Report):

While the Central Advisory Board has recommended that provision should be made for pre-primary education, the Madras Committee has agreed with the D.P.I. that no special steps need be taken in regard to pre-primary education. The Madras Plan does not accordingly provide for this type of education.

4. Secondary Education (Ch. III of Bd.'s report):

The Central Advisory Board's report requires that admission to the high school stage (Forms I to VI) should be on a 'selective' basis and that places in high schools should be provided for at least one child in every five of the appropriate age group passing out of the elementary school. Under the present rules, pupils passing out of elementary schools should be placed in the class in the secondary school for which they ^{are} found fit by the Headmaster, but no such pupil should be admitted into a class above the III Form unless he has passed the Elementary School-Leaving Certificate ^{Public} Examination with English as his optional subject. The Post-War Education Committee has recommended that there should be no further restrictions in the matter, mainly for the reason that ~~any~~ such restrictions will prejudice the welfare of the less-forward communities.

5. University Education (Ch. IV of Bd.'s report):

Here, as in the sphere of higher technical education dealt with below, the G. of I. wish to control University Education by means of a Committee, called the Indian University Grants Committee, created by Statute. Although the proposed Committee does not make any difference so far as the existing Provincial grants to the Universities are concerned, the Board has suggested that when a Provl. Govt. desires to make a grant to a University for any substantial new development it should first consult the Committee.

Under the arrangement, the grant contemplated in the case of the Andhra University for a College of Marine and Aeronautical Engineering will have to be made only after consulting the Committee, if it is brought into existence by that time, with the proposed functions. There are two other important recommendations under this head, viz.,

(i) that the present Intermediate course should be

abolished, and

(ii) that the minimum limit of the University course should be three years.

The Madras Plan does not provide for either of these recommendations. Nor does it set any target for the number of

college places which should be provided as suggested by the Board.

6. Technical Education (Ch. V of Bd.'s report):

The Memorandum emphasizes the importance of expanding the facilities for technical education. The Madras Plan gives special priority to this branch of education. The question of control of higher technical education which the G. of I. wish to centralize under their authority was discussed in another connection (papers with G.O.No.125-Edn., dated the 26th Jany. 1945) and the G. of I. have been apprised of this Govt.'s opinion that technical industrial education should continue to be their sole responsibility as at present. We have not taken up the question of the training of teachers (Ch. VII of Bd.'s report):

The point, so far as it relates to the training of teachers required in connection with compulsory education, has been noted on in para 2 above. In regard to training colleges, the Madras Committee has advised that no large additions are required to the number of men's L.T. colleges, but that more L.T. colleges for women should be opened. In para 5 of the Memorandum, it is suggested that a considerable expansion of the educational administrative staff would be required and that, both in this connection and in connection with training institutions, carefully selected men and women should be sent to study abroad, in order that the results of modern experiments and research may be made available in India and the need for importing foreign experts may be reduced to a minimum. Recently the G. of I. said that they would be prepared to aid in placing abroad for training such members of their administrative and teaching staffs as Provl. Govts. might select with a view to their subsequently occupying key posts in educational reconstruction. The D.P.I., whose pointed attention was drawn to this offer, did not put up any proposals and the matter was allowed to rest until the G. of I. made more specific suggestions. The matter will probably have to be reviewed when those specific suggestions are received.

8. Financial assistance from the Centre:

The suggestion in the Memorandum is that help from the Centre "should take the form of an agreed percentage of Provl. expenditure on approved development programmes covering specified periods and designed to secure the progressive carrying out of the scheme as a whole". The G. of I. say that the administration of education, at any rate up to the end of the high school stage, must remain a Provincial responsibility, that within that sphere Provl. Govts. will prepare development programmes suited to the needs of their respective areas and that once the Central Govt. is satisfied that these conform generally with the principles laid down in the report, its subsequent concern will be limited to seeing that they are carried out within the period specified. That means that all the proposals should be referred to the G. of I. with a fairly detailed estimate of cost, specifying the subvention desired under the "agreed percentage". The implication of the "agreed percentage" is not very clear as it is seen from a more recent note of the P.W.R.(C) Department that G. of I. grants for post-war schemes will be made to Provinces on a population basis. It is just possible that the later arrangement supersedes the idea of "agreed percentage" for Education, referred to in the Memorandum in question. P.W.R.(C) may kindly elucidate the position. If the arrangement is to be for each Provl. Govt. to obtain a lump sum subvention, on the population basis, for all their post-war schemes and to make the allocation among their several departments, then the picture will completely change, and the points raised in the Memorandum will not be of serious consequence.

9. The file may be sent to Finance & P.W.R. (C) for remarks.

21.2.45

Adult. Swelling

for Critical Points (Chap. VI)

[illegible]

Adult Education. The Central Board (Ch.VI) attached primary importance to the aspect of liquidation of illiteracy and suggested this should be undertaken by the State. Our plan does not accept this: it merely provides for further encouragement to existing institutions carrying out these schemes; as to adult education in the real sense, it provides for development.

The Health of the School child. Chapter VIII of the Central Board's report.- The main points here are development of schemes for physical education, medical inspection of school children, and provision of mid-day meals for poor children in the elementary schools. Our scheme provides for these. W 17-172 (u)

The education of the Handicapped.- Chapter IX of the Central Board's report.- We decided that a special census should be taken before a scheme of advance could be drawn up. 1172 (v)

Recreation and social activities. Chap.X. of the Central Board's Report.- The main point here is a 'Youth Movement'. Our scheme has taken this into account.

1974 Employment Bureau. Chap.XI. of the Central Board's report.-
We have not provided for these in our scheme. The question was not
discussed by the D.P.I. in his report, or by the Committees.

Administration. Chap. XII of the Central Board's report.-
The points in the 'summary' at page 75 are reviewed below:-

(a) The points relating to University and Higher Technical Education have been dealt with in paragraphs 5 and 6 at pp. 4-5 ante.

(b) Not discussed or taken into account by us.

(c) Only financial help from Centre implicit in our plans.

(d) We did not decide to do away with local bodies. We decided to use all existing agencies, including local bodies.

U 19 - para. 27.

(1) Not discussed.

(g) Met by us in the main - please see para. 26(d) at U/19.

(b) Not discussed.

(1) Regarding Technical Education.- Not discussed.

Point about Secretary for Education not discussed.

Conclusion, in the Central Board's Report. They envisage a plan of over 40 years. We expect to do the training of teachers in

5 years, introduction of compulsory education up to Standard V in 10 years, and completion of all the other objectives in a total period of 20 years. (U/22)

Regarding finance - please see para. 28 at U/19: ^{where} it was suggested that a suitable form of provincial taxation should be imposed. We are exploring separately the suggestion thrown out here about the utilization of the surplus funds of Endowments. The method of help by the Central Government for the schemes was not discussed and decided in the Committees.

Salaries of teachers. The Central Board attached very considerable importance to this and suggested certain minimum scales. We have accepted these in principle, and given this item high priority - U/19 • and 'Q' at page 6 ante. I do not think that this follows. The formula of an 'approved programme' will still be there. That is why I still consider that we will have to counter the implication of this communication*, which has been put more pointedly at R at V/2, that Central grants might not be forthcoming if our scheme differs radically from the Central Board's scheme. In that connection it is R at V/2 that is of special importance; the 'threat' has been held out in terms there; the points there have been emphasised in the present Memorandum also. On the question of training and qualifications we have already sent a reply - V/4. On the question of salaries - please see S at page 8 ante (above). We have, accordingly, included this item in the Five-year plan; in the connected discussions it was pointed out that this was an item which was of particular importance for this reason; all that is necessary now is to retain that item in our Five-year plan. The three other points arising out of the Memorandum are -

(1) The question of Central control over Higher Technical Education.

(2) The question of a University Grants Committee.

(3) The proposition that compulsion should go up to Standard

VIII straightaway - and be from area to area rather than from age to age.

No specific 'threat' has been held out over these points. These points have been commented on in paras. 6, 5 and 2 ante. If we agree to point (2), only points (1) and (3) will be outstanding. We can inform Govt. of India of the reasons for our differing from them on these points

points and say that we trust these points of difference will not stand in the way of our schemes being approved and grants being given.

In reply to Mr. Sargent's D.O., a D.O. can be sent saying that we naturally gave the fullest consideration to the Central Board's recommendations themselves upon deliberating on them with reference to the late D.P.I.'s criticisms; and his attention may be invited to V/4 and to the reply we will now be sending as at B above in regard to the points on which our schemes finally differ from the Central Board's.

M.V.S.

22.2.45.

Finance (Exp.B) Department.

The notes of E. & P.H. Department ^{on H-19} above may be perused.

The

10
The suggestions of E. & P.H. Secretary at 'B' and 'K' on page 9 ante may be accepted in this Department. This Department may also agree that no objection need be raised by the Provincial Government to the suggestion of the Central Advisory Board mentioned at 'A' on page 4 above.- cf. E.P.H. Secretary's note at 'M' on ^{P.4} above.

2. The method which will be adopted by the Central Government in determining the grants to be given to Provincial Governments has not yet been finally settled - cf. E.P.H. Secretary's note at 'Z' on page 6 ante. The P.W.R. (C) Department will not doubt

D.W.D.

11
doubt be in a position to say whether any definite conclusion or proposal of the Govt. of India has been communicated to them on the subject.

3. The case may be passed on to P.W.R. (C.)

A
25/2/45.

Y ^{NRV} 27.2.45. ^{WS} 28.2.45

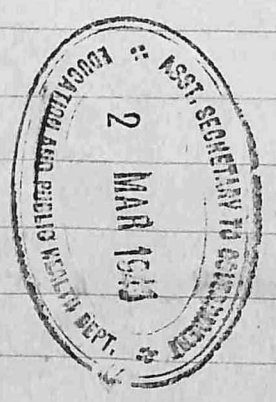
Through B.G.

X on p. 4 N.F. should, I think, be included in the list of very important points on which ^{this Govt} have not accepted the views of the Central Advisory Board of Education & regarding which it will be necessary to state this Govt's reasons for disagreeing. The importance of the "selective principle" for admission to secondary education as ^{proposed} by the Board has been strongly emphasised in the present Memorandum from the C. of S. What the "selective principle" means is ^{I take it} that, having fixed the appropriate % of the children passing out of the schools below for whom secondary education will be provided, steps ^{should} ~~are~~ then ^{be} taken by such means ^{as} are found most suitable, to select for the available places those pupils who show most promise of benefiting from further education & to provide free places & maintenance grants to the extent necessary to enable those children who are "selected" to continue their education even if their parents cannot pay for it. This is, I submit, obviously the way to get the best value educationally from the public funds to be spent on secondary education, provided that it is in fact possible to select ^{with a fair degree of accuracy} the pupils who will derive most benefit from it. The difficulty of "late developers" could ^{largely} be overcome by giving a second opportunity for selection at a later age, & in the conditions of this country suitable weightage would have to be given to backward communities. My personal view is that, with these provisos, the "selective principle" should be accepted. The late D.P.I. was opposed to it, ~~mainly~~ ^{I think}, & his view prevailed with this Govt's Education P.W.R. Sub-Committee & C.I. P.W.R. Committee. E.P.H. have apparently not yet taken ^{specific} the orders of the Govt as to whether the main lines

policy regarding post-war educ. development recommended by the G.C. Committee are accepted. In view of the possibility that any important divergences from the Sargent Report may prejudice our chance of getting grants from the Central Govt, ^{specific} Fin. would request that the orders of the Govt be obtained on such divergences & that A-1 may see.

DWD
1.3.45 P.W.R.(C)

660
2.3.45
Fin no 9783 ExpB-1
1.3.45



The point on which this Deptt. has been asked to note is whether we have any information as to the conditions which will govern the Govt. of India's contribution to post-war planning. The answer is that we have none.

I think, however, that there can be no doubt that the Central Govt. will use the power which they possess - to the tune of Rs. 42-56 crores - to enforce co-ordination. There are some matters, e.g. industrial development and perhaps Transport on which the Central Govt. can legitimately use the power of the purse and insist on Provinces conforming to a uniform plan. But I think we should make the strongest possible protest against any such attempt at coercion in the sphere of Education. If we yield on this point, provincial responsibility will become a farce.

Our five-year plan contains no schemes covering Secondary Education and, so far as I know, the Govt. have neither accepted nor rejected the recommendation of the Education Sub-Committee that there should be no "selective principle" introduced at this stage. We do, however, diverge from the Central Advisory Board's report on the fundamental issue that compulsory education should be introduced up to Standard V throughout the Province and not up to Standard VIII in selected areas. I think a letter should go at once to the Govt. of India asking in the clearest possible terms whether the promised contribution to post-war planning on Education will not

be

be forthcoming if we adhere to our plan in this respect. A-1 may see.

D.M.
2-3-45.

Education and P.H. Department.

May be circulated: with reference to Secretary's note at bottom of page 8 ante, it is submitted that A-2 has expressed himself in another connection (Andhra University file), in favour of a University grants commission.

E.A.V.
2-3-45.

The point mentioned by Secy, P.W.R.(C) is included in the proposal at 'B' at page 19 ante. 'B' and 'K' at page 19 ante are the proposals for orders; Finance have agreed about both.

Finance Secretary has suggested that X on page 4 ante should also be taken account of in this connection. As the connected passage, ~~or~~ Y at page 4 g. is more in the nature of a deference against the criticism referred to in the earlier portion of that paragraph I do not think we need make mention of this point in the proposed communication to the G. Of I. It may of course be taken due account of when the Govt. of Madras proceed to pass specific orders on the various recommendations of the Post War Reconstruction Committees.

Attention is invited to R in the Finance Secretary's note at page 12 ante. A review of the divergences has been made

14

made in the notes at pp. 2-10 ante. I have indicated at pp. ~~8-10~~ ante that only certain of these need be taken account of now. At the present stage, and for the present purpose, I do not think anything more than 'B' at page 10 ante is necessary. That should imply, however, that on the points referred to at A at page 8 ante the Govt. have taken the decisions; the Government have taken the decision already in regard to Higher Technical Education; the other points are for orders, accordingly.

M.V.S.
2.3.45.

I should like to take this to Delhi and discuss in detail with Mr. Sargent.

T.A.
3.3.45.

Seen.
D.N.S.
3-3-45.

H.E.

15

17

Note for Secretary, E. & P.H.

Notes on discussion with Mr. Sargent

1. Compulsory Education Mr. Sargent would prefer us to follow the Central Advisory Board's plan of compulsion right up to the 8th - standard and introduced from age to age, but will probably not object to our plan provided that we make it perfectly clear that our five years period is entirely preparatory to the introduction of the 8 years period, at the earliest possible stage, and that ^{at} the same time steps would be taken to ^{provide} ~~revive~~ in High schools accommodation for the additional pupils. Mr. Sargent pointed out that some politicians and business men were already saying that the five years period was sufficient and that he could not approve of this attitude being taken out by any Provincial Government.

2. Secondary Education Mr. Sargent thought that admission to the High School stage must be on the selective basis and that our fears

16
for the backward classes pupils might be obviated if a certain number of places in High Schools were reserved for competition only among the backward classes pupils. I think we shall have to reconsider this.

3. Adult Education Provision for adult education, in Mr. Sargent's view, is a fundamental portion of his scheme. This we may also have to reconsider.

4. Technical Education The question of Central control over higher technical education has not yet been settled. A Committee has been formed to survey the whole field ^{and} on the needs of the country and to make suggestions after discussion with the Provinces.

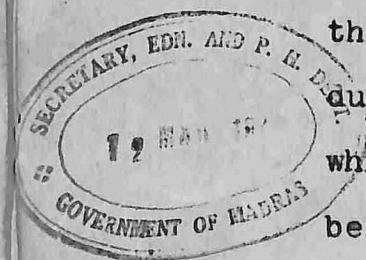
5. It has been decided that the University Grants Committee will deal at present only with All India Universities. Probably the Govt. of India will seek ^{its} ~~his~~ advice if they decided ^{to} ~~on~~ or ^{are} ~~rather~~ requested to, give grants to Provincial Universities.

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18 17
6. The manner of the allocation of grants has not yet been decided by the Government of India. Mr. Sargent looks on the Advisory Board Scheme as elastic and does not propose to disapprove of any detail in a Provincial scheme unless it is obviously wrong and not opposed to right educational principles. In other words his approval will be given on a broad basis.

7. Incidentally Mr. Sargent referred to the fact that ⁱⁿ many villages schools in Madras Scheduled Classes children are not admitted. This is probably the case in many villages, but I do not know how universal it is. Mr. Sargent suggested that one way of stopping this kind of thing would be to introduce compulsion within a radius of 3 miles of a village school which refused to receive ^{the} scheduled classes pupils, provision being made for admitting additional number of pupils.

this outside the compulsion are -

New Delhi



Vide further p. 2
5.

stage will be reached only at the end of five years from the date on which compulsion under the plan is put into force. Our plan does provide for expansion of secondary education - paras. 6 and 10 at page 18, paras. 1 and 2 at page 20 of (V) - and of alternative studies in Technical institutions - para. 4(1) of W/20. Madras

province relies on private enterprise and local bodies for the expansion of secondary education. Experience shows that private enterprise is not lacking and the Grant-in-Aid Code is sufficiently elastic for encouraging private effort. Every year new secondary schools under private management are admitted to aid. Various means of augmenting the resources of local bodies are on the anvil. In general, local bodies in the province are eager to open additional secondary schools. But it is also definitely the intention of Government to step in themselves when other agencies are not available. ~~The~~ reply to the Govt. of India on this point may be further elaborated on these lines.

2. Secondary education: Admission on selective basis: The object is, while providing places in High Schools for at least one out of every 5 pupils passing out of elementary schools, to ensure that only such pupils enter secondary schools as are likely to take full advantage of secondary education. This point has been noted on at page 4 ante, commented on at pages 11-12 ante by Finance Secretary and further noted on by me at Z at page 13 ante where I had suggested that we need not include this in our communication to the Govt. of India now but ~~may~~ ^{may} take account of it in due course when taking decisions on the P.W.R. Committee's reports. In view of A-2's note of discussion with Mr. Sargent on this point, Govt., may consider this question now. I submit there is no need to ask the P.W.R. Sub-Committee and General Committee to reconsider the question; their decisions are ^{tions} ~~recommenda-~~ to the Government and Government have to decide the question finally. I invite attention to the remarks I made on this question at pp. 16-18 in the note in linked file (which was a preliminary examination of the Central Board's Report). I am still of the same opinion. The D.P.I. may be asked to send a further report on this particular question. And it would be sufficient to tell Govt. of India now that with reference to our Post War Reconstruction Sub Committee's and

Education & P.H. Department.

Compulsory Education. Actually, the Madras plan does not rest content with achieving compulsion up to the 5th standard. The idea is that immediately ~~that immediately~~ that objective is reached, the further stage of compulsion up to the 8th standard should also be introduced by stages and that this, along with other objectives, should be completed within a period of 20 years from the start of the plan. Mr. Sargent's next point is that for the additional number of pupils who will be passing out of elementary schools, sufficient accommodation should be provided at the high school stage also. The question has been touched upon at page 3 ante. Current statistics show that out of total of a 386834 pupils (boys and girls) leaving the 5th standard stage including the V class of a secondary school, 78,707 were in the I Form of secondary schools. This gives a ratio of 5:1, the aim of the Central Advisory Board. It is true that when the number of pupils passing out of elementary school stage increases owing to the introduction of compulsory education, the number of places in secondary schools will have to be correspondingly increased. That stage

General Committee's recommendations on this point, we are considering this question further.

3. Adult education: This was touched upon at page 7 ante. In view of A-2's note of discussion with Mr. Sargent on this point, the question may be taken up in the same manner as the question about a selective basis for Secondary education discussed above. I invite attention to my remarks on this point at pp. 23-24 of my preliminary note of examination of the Central Board's report; those views I still hold. Here again, I think the question need not go before the P.W.R. Sub-Committee or General Committee; the D.P.I. may be asked to submit a scheme and the Govt. of India may be told that pace the recommendations of the P.W.R. Committees, we are taking this up.

4. Scheduled class children. - Refusal of admission to schools. - It is not clear what the authority for Mr. Sargent's statement is. Under Govt. orders, the department has been conducting a vigorous drive for the last 25 years to see that all recognised schools admit scheduled class pupils freely. Government have been obtaining annual reports, watching progress and issuing supplementary instructions wherever necessary. The latest report (1943-44) shows that out of a total of 16,782 elementary schools under public management all but 8 were in buildings accessible to scheduled classes and that the D.P.I. was taking the requisite action in regard to the remaining 8 schools. In respect of schools under private management the rules of recognition and aid have been made so stringent that practically no school can survive if it fails to admit scheduled class pupils. The rules have been in this stringent form for the last 12 years and there is no reason to suppose that the Department has ever been slack in enforcing the rules.

5. For orders (1) whether a reply may be drafted to the Govt. of India in the terms proposed at B on page 9 ante supplemented by the notes at pp. 13 and 14 ante and further supplemented at W, Y and Z at page 19 ante and (2) whether a reply to Mr. Sargent's D.O. c.f. 2 be sent as proposed at K at page 9 ante (which would now mean taking into account and making mention of, A-2's discussion with him, and having reference to the points which are now proposed to be added in the communication to be sent to the Govt. of India.)

His proposals may be approved. 21/4/45



A draft letter & a draft D.O. are subd. with refer. to order on previous page. Should Public & Finance be before us to the 6.4.45

9.4.45
Pub/Fin

Pub (Recd) Dept.

(P.W.R.(C) note on pp. 12. 13 ante)

The draft may be perused and the file passed on to the Finance dept.

15837
11.4.45

15837/1
12.4.45

Pub ARV
11.4.45 11.4.45

11.4.45

Fin (Exp. B)

Please see this dept.'s note on pp. 9-12 above and the notes following.

In accordance with the order in circulation on p. 20 above, E.P.H. propose to send a reply to the Govt. of India as in draft I below. The draft letter & D.O. may be perused and the case returned to E.P.H.

18231/1

B.G. E.I
12/4/45

14.4.45

14.4.45

A few small changes in wording indicated in pencil in the draft letter are suggested. 17.4.45 E.P.H.

E & P. H.

Now be circulated.

18231/1



For orders whether the draft D.O. to Dr. Sargent and his letter to the Govt. of India with the slight modifications suggested by the Fin. Secy may issue

A2 18/4/45
A1

Pub/Fin

23/4/45

10/11/12

10/11/12

(10/11/12 10/11/12 10/11/12)

The shape of the house is the same as the house in the picture.

11.11.12

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