

*Closed*

*Supp*

E. & P. H. (1947) Department.

*Mis*

SERIES.

G.O. NO.

*910 Lda*

Dated

*3. 5. 1947*

[Despatch Abstract.]

Legislative Assembly Question - Percentage of illiteracy -  
Liquidation - Measures adopted - Steps taken by the Government  
of Bombay \* Notes Recorded.

*1007*

E. & P.H. Dept.

Letter No. 35684 B2/46-46- dd. 4-12-46.

To The Secretary to the Government of Bombay,  
Education Department.

Sir,

Sub. Liquidation of illiteracy.

The Madras Government understand that the Govt. of Bombay have framed a scheme for the <sup>liquidation</sup> ~~liquidation~~ of illiteracy in their province. I am to request that, if there is no objection, particulars of the scheme and copies of pamphlets or literature bearing on it may be sent for this Govt.'s information.

Y.O.S.

22/11/46

371-1116.



60  
29/1

4

E.P.H. Dept (B2)

Letter no 35684 B2/47-5 Edw

Dated. 29.1.47.

Refer

To.

The Secy to the Govt of Bombay.  
Education Dept.

dp  
29/1

Sir.

Subj: Liquidation of illiteracy

Ref. My letter no 35684 B2/46-4 D1 4.12.46

p. Jant

I am directed to draw your  
attention to my letter no 35684 B2/46-4  
D1 4.12.46, on the subject mentioned  
above, and to request when a reply will  
may be expected.

SPB  
21.1.47.

AM  
28/1/47

14.1.47

14.1.47

14.1.47

14.1.47

The Secy to the Govt of Bombay  
Education Dept.

2nd. Sub. Division of Illiteracy

Ref. to letter no. 35684 B2/47-6. Edu. Dated 17.3.47

2nd. Sub. Division of Illiteracy  
14.1.47. On the subject mentioned above, and to report when a reply is received.

14.1.47

14.1.47

14.1.47

14.1.47

14.1.47

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14.1.47

Letter no 35684 B2/47-6. Edu. Dated 17.3.47  
Ref.

To  
The Secy to the Govt of Bombay  
Education Dept.

Sir,  
Subj:  
Liquidation of illiteracy.

I am directed to advise a  
reference to my letter no. 35684 B2/46-4 D/4 12.46,  
on the subject mentioned above, and to  
enquire, when a reply ~~to~~ may be  
expected

14.3.47

14.3.47

14.3.47

14.3.47



6 Bv 9  
No.134/15199-F,  
Educational Department,  
Bombay Castle, 27th March 1947.

From

D. S. Joshi, Esquire, I.C.S.,  
Deputy Secretary to the Government of  
Bombay, Educational Department.



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

Subject:- Liquidation of illiteracy.

Sir,

13 sub  
I am directed to refer your letter No.35684-B.2/46-4,  
dated the 4th December 1946, on the subject mentioned  
above and to enclose copies of the following Government  
orders and Press Notes issued from time to time by the  
Government of Bombay for the eradication of illiteracy  
in this Province.

- (C)
- 1) Government Resolution, Educational Department, No.  
6513, dated the 10th June 1943-38/1938
  - 2) Press Note, No.P.207, dated the 29th May 1939.
  - 3) Government Resolution, Educational Department, No.  
6513, dated the 15th August 1939.
  - 4) Government Resolution, Educational Department, No.  
6513, dated the 16th November 1940.
  - 5) Government Resolution, Educational Department, No.  
7449, dated the 25th March 1942.
  - 6) Government Resolution, Educational Department, No.7449,  
dated the 30th May 1942.
  - 7) Government Press Note, No.P.513, dated the 28th  
May 1946.
  - 8) Government Resolution, Educational Department, No.  
7449, dated the ~~11th~~ 11th December 1946.
  - 9) Government Resolution, Educational Department, No.  
7740, dated the 28th August 1946.

bb-29-39  
n@  
2. A copy of the note furnishing the details of the  
scheme regarding adult education undertaken by Government  
in...



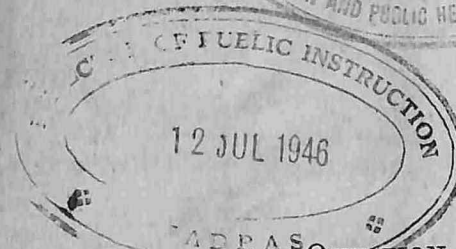
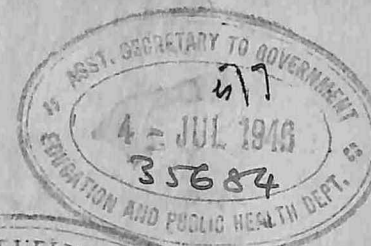
in the Bombay Province, with effect from 1938 is enclosed.

Your obedient servant,

for Deputy Secretary to the Government  
of Bombay, Educational Department.

Madras Legis. I-3-2,006-18-5-38.

SECRETARIAT OF THE MADRAS LEGISLATURE,  
Chennai, dated the 2-7-1946.



QUESTION No. 106

be held on the

for the meeting of the Legislative Assembly to  
193 .

Two copies of this question are forwarded to the R. and P. H. Department.

The question has been admitted.

2/7/46.

To  
2/7/46

The R. and P. H. Department.

U.O. 2082/46-3M.L  
4.7.46

E & P. H  
B2

Clause (a) of the question:-

Figures of ~~the~~ literacy are available with the Director of Public Instruction. The Director may be requested u.o. to furnish the figures.

2. Clause (b) of the question:-

(1) The high percentage of illiteracy is due to the fact that most of the adults are illiterate. The Government have not taken any special measures to reduce adult illiteracy. They have been working on the plan of bringing under instruction all children of school age and retaining them in schools till they complete the school course. By this process complete literacy can be secured in the long run. At present it has been estimated that there are about 70,00,000 children of school age. Of these 30,00,000 children are receiving instruction. The Government sanctioned last year a scheme of compulsory elementary education in selected villages in each district. The scheme aims at bringing 1.70 lakhs of children ultimately to schools. This year the Government have sanctioned an extension of the scheme to

n.t.o.



to other villages in each district. Under the extension scheme about two lakhs of children will be brought under instruction. Thus by gradually extending compulsory elementary education, the Govt., aim at bringing all children under instruction. As an incentive to children to attend schools regularly, the Govt., have sanctioned a scheme of supply of mid-day meals to school children in compulsory areas.

(2) The Government at the same time have decided to initiate a scheme of adult education. Proposals from the Director of Public Instruction have been called for. The Director's reply is awaited.

(3) The answer to clause (b) may be as follows:-

"The large percentage of illiteracy is due to the fact that most of the adults are illiterate. The Government have been working on the plan of bringing all children to schools and retaining them there till they complete the course of study. By this process they expect to secure cent per cent literacy in the long run. To this end, they have sanctioned last year a scheme of compulsory elementary education in selected villages in each district. This year they have also extended the scheme to other villages in each district. At the same time the Government have also called for proposals from the Director of Public Instruction for initiating a scheme of adult education."

3. The Director of Public Instruction may see the note u.o. for remarks, if any, and for furnishing particulars regarding illiteracy.

*10.7.46*  
*10.7.46*  
*10.7.46*

*D.P.I. (u.o.)*

*26.7.46*

*840 H. u. o. 35684 B2/46-1*  
*10-7-46*

*AMS*  
26 JUL 1946  
GOVERNMENT OF MADRAS

U.O. reply No. 654



Office of the D.P.I., Madras.  
24th July 1946.

Resubmitted.

(a) According to the census of 1941, the percentage of illiteracy in the Province was 86.99. Calculating the rise in population on the basis of the rise between 1931-1941, the probable population in 1946 is about 52,20,7365. As there has been a very large increase in the number of pupils who have attained literacy at the V Standard stage, the probable percentage of illiteracy in 1946 may be taken at about 84%.

(b) As regards the steps taken to reduce the percentage of illiteracy Government have taken the following steps:-

1. All inefficient and ill-managed schools have been abolished;
2. All schools except feeder schools have been made to work with full five standards;
3. Schools that don't show satisfactory strength in Standards IV and V have been penalised by reduction in grants.
4. In order to improve the standards of teaching, lower elementary grade training has been abolished, all schools having more than four or more teachers are compelled to have a secondary grade headmaster and elimination of higher elementary grade training in due course is kept in view.
5. Compulsion has been introduced in all Districts since 1945. The number of pupils brought under instruction in 1945-46 being 1.70 lakhs; 2.1 lakhs will be enrolled during the current year.



16. Schemes for Adult Education are under consideration.

S. R. S. S. S.

D. P. I.

Edu. & P. H. DEPT. (B2)

A draft answer is submitted below :  
meaning to refer to the above to the points  
mentioned by the D.P.I.

25/7.



25/7/46

26.7.46

TSA  
26.7.46  
H.O. (Edu.)

Reduction of illiteracy in the Province.

58 (106) Q.—H. S. HUSSAIN SAHIB BAHADUR:—“Will the Hon. the Minister for Education be pleased to state—  
(a) the percentage of illiteracy in the Province of Madras; and  
(b) what steps the Government propose to take to reduce the percentage of illiteracy as early as possible?”

THE HON. SRI T. S. AVINASHILINGAM CHETTIYAR:—  
“(a) About 84 per cent of the population are illiterate.  
(b) The large percentage of illiteracy is due to the fact that most of the adults are illiterate. The Government have been working on the plan of bringing all children to schools and retaining them there till they complete the school course and thereby become permanently literate. By this process they expect to secure cent per cent literacy in the long run. To this end they have sanctioned last year a scheme of compulsory elementary education in selected villages in each district. This year they have also extended the scheme to other villages in each district. At the same time the Government have called for proposals from the Director of Public Instruction for initiating a scheme of adult education.”

B. POCKER SAHIB BAHADUR:—“Have the Government in their programme of work any item for removing illiteracy completely, and if so, what is the plan?”

THE HON. SRI T. S. AVINASHILINGAM CHETTIYAR:—  
“I explained, Sir, that this extension of compulsory elementary education is introduced as a method of removing illiteracy, and I also said that Government have been working on the plan of bringing all children to schools.”

B. POCKER SAHIB BAHADUR:—“What is the proportion of the number of persons, as compared with the total population of the Province, to whom this scheme has been extended so far?”

THE HON. SRI T. S. AVINASHILINGAM CHETTIYAR:—  
“At present it has been estimated, there are seventy lakhs of children of school-going age, who ought to be educated.

Of these, thirty lakhs of children are receiving instruction. Government sanctioned last year a scheme of compulsory elementary education in selected villages in each district. This scheme had the effect of bringing 1.70 lakhs of children to elementary schools. This year Government have sanctioned the extension of the scheme to other villages in each district. Under this extension scheme two lakhs of children will be brought to be educated. To serve as an incentive to children to attend school, Government have also sanctioned midday meals to school children.”

N. MUHAMMAD ANWAR SAHIB BAHADUR:—“Will the Hon. the Minister state how long it will take for the Government to attain cent per cent literacy in this Province?”

THE HON. SRI T. S. AVINASHILINGAM CHETTIYAR:—  
“The question of adult education is a broad question. There is a separate question the answer for which may be awaited. But in this matter I am speaking subject to correction I hope it will be possible to reach that stage within a period of ten years.”

N. MUHAMMAD ANWAR SAHIB BAHADUR:—“May I know what is the definition that the Hon. Minister has in mind of literacy?”

THE HON. SRI T. S. AVINASHILINGAM CHETTIYAR:—  
“You know it as well as I do.”

MAHBOOB ALI BAIG SAHIB BAHADUR:—“Is the Hon. the Minister aware that there is a provision in the District Municipalities and Local Boards Act and if only that provision is set in motion literacy can be attained?”

THE HON. SRI T. S. AVINASHILINGAM CHETTIYAR:—  
“But it is not merely a matter of setting in motion any provision. We are trying to do our best as it will be known from the answer.”



MAHBOOB ALI BAIG SAHIB BAHADUR:—"Will the Hon. Minister consider the advisability of following the method as was done in Bombay?"

THE HON. SRI T. S. AVINASHILINGAM CHETTIYAR:—"Yes, Sir."

MAHBOOB ALI BAIG SAHIB BAHADUR:—"May I know, Sir, that the reason why this provision for compulsory education in the district board areas and the municipalities has not been applied is on account of the suspicion on the part of the Government that the municipalities and district boards won't give effect to the penal provisions against the defaulters?"

THE HON. SRI T. S. AVINASHILINGAM CHETTIYAR:—"The order has been passed by the previous Government that in respect of municipalities or district boards con-

cerned not filing cases against the parents the District Educational Officer has been authorised to take up the matter and prosecute the parents who disobey orders. The hon. Member knows as much as I do that district boards have elected members and that they were not punishing the defaulters."

SRI V. I. MUNISWAMI PILLAI:—"May I know what is the literacy in the urban and rural areas?"

THE HON. SRI T. S. AVINASHILINGAM CHETTIYAR:—"I will be obliged if the hon. Member puts a question."

MAHBOOB ALI BAIG SAHIB BAHADUR:—"Is it a fact that although the Government is chosen from the elected body it will not follow the attitude of the district boards and municipalities but will take up the matter and apply compulsion and see that parents who are defaulters are punished so that illiteracy may be wiped out from this Province?"

THE HON. SRI T. S. AVINASHILINGAM CHETTIYAR:—"Whatever method is efficient for the time being will be followed."

ABDUL HAMEED KHAN SAHIB BAHADUR:—"In view of the fact that the Hon. the Minister holds the opinion that local bodies are handicapped in reducing illiteracy will he formulate a policy of taking over education entirely from the local bodies and managing it departmentally?"

THE HON. SRI T. S. AVINASHILINGAM CHETTIYAR:—"It is too large a question to be answered as a supplementary question."

SRI K. ANANDA NAMBIYAR:—"May I know whether any effort is being made by the Government for the removal of illiteracy by opening a campaign of arranging night schools?"

THE HON. SRI T. S. AVINASHILINGAM CHETTIYAR:—"The answer is given in the next question."

M. MUHAMMAD ISMAIL SAHIB BAHADUR:—"Does the Hon. the Minister know, Sir, that the advance of literacy amongst Muslims is being retarded by want of sufficient provision for religious instruction?"

THE HON. SRI T. S. AVINASHILINGAM CHETTIYAR:—"I do not understand the connection between religious instruction and literacy."

A MEMBER:—"May I know what steps have been taken by the Hon. the Minister for the representation made to him for additional accommodation for boys in the schools who have been refused admission this year in Salem and other places?"

THE HON. SRI T. S. AVINASHILINGAM CHETTIYAR:—"This matter has been brought to the notice of the Government and the Government have relaxed certain rules. If the

hon. Member puts a written question, he can get more exact answers."

M. MUHAMMAD ISMAIL SAHIB BAHADUR:—"The Hon. the Minister stated that he did not know what connection there was between religious instruction and illiteracy. Does he not know that Muslims consider it an essential part of their education to have religious education and that they consider that an educational system that has no religion in it is not worth having?"

THE HON. SRI T. S. AVINASHILINGAM CHETTIYAR:—"It is another matter from saying that every literate man is religious or that every religious man is literate."

MAHBOOB ALI BAIG SAHIB BAHADUR:—"Does the Hon. the Minister realise that was the reason why a certain member asked for the definition of literacy?"

THE HON. SRI T. S. AVINASHILINGAM CHETTIYAR:—"Sir, according to us any boy who has done the sixth standard is supposed to be a literate."

ABDUL HAMEED KHAN SAHIB BAHADUR:—"May I know if the Hon. the Minister had had the time to see the provisions of the Elementary Education Act whereby the Muslims cannot be compelled unless provision is made for religious instruction."

THE HON. SRI T. S. AVINASHILINGAM CHETTIYAR:—"I am glad for the enlightenment."

ABDUL HAMEED KHAN SAHIB BAHADUR:—"I think he requires a lot of enlightenment."

M. MUHAMMAD ISMAIL SAHIB BAHADUR:—"In that case will the Hon. the Minister see that sufficient provision is made for religious instruction for Muslim students?"

THE HON. SRI T. S. AVINASHILINGAM CHETTIYAR:—"I do not want to say anything about it. If he puts a question it will be examined."

*Handwritten notes:*  
Further action shd be taken with reference to  
the page 6 note. The file may be  
sent to H.M. The question is to what  
means shd be devised to eradicate  
illiteracy to be considered at the conference  
to be convened shortly.

*Handwritten notes:*  
28.10.46

29/10/46

*Handwritten notes:*  
The Hon. Member suggests that the answer to the question is 3-8-46. But as the answer is not yet received, the question is being kept open. The Hon. Member may refer to the question in the next session. The Hon. Member may also refer to the question in the next session. The Hon. Member may also refer to the question in the next session.

GOVERNMENT OF MADRAS  
28-10-46



Please see H.P.'s minutes on page 7 and 8. It seems to be answered in the Assembly. The question has already been answered and the papers relating to it are app 5-6 and orders are solicited as to whether the point raised at 'A' app 6 should be pursued.

OSM  
9/11/46

W

17/11/46

17/11/46

Ys. The matter may be pursued

TSP

19-11-46



A letter from S. M. S. for off. This is the matter. 22/11/46 S. M. S. 15-11-46. 35 684 B2/46-6. 4-12-46] p. 3 CF

From, the Deputy Secy to Govt, Dept of Edu, Bombay. no. 134/15199-F. D/27.2.47.

19/11

The Bombay Govt have forwarded papers, explaining the various measures adopted for the removal of illiteracy in the province. The steps taken in the direction are: 1) Opening of ele schools, in large numbers, through private agencies and sanctioning grants from

1-26 7.0

Provincial funds towards the cost of maintenance of these schools. 2) Introduction of compulsory education in selected villages and towns. (The scheme will be spread over for a period of 10 years).

3) Introduction of the Basic scheme of Education.

4) A Scheme of Adult Education.

The information was obtained from the Bombay Govt with a view to examining any special scheme should be launched by this Govt for the removal of illiteracy. It will be seen that the Bombay Govt have not introduced any scheme which has not been implemented in Madras except in regard to Adult Education. This Govt have been incurring over 2 crores for the payment of grants to aided ele schools. The scheme of compulsory ele education has also been introduced in selected villages in each district, so as to bring about five lakhs of children to schools. Two Basic Training schools have already been established and the question of opening three more schools is under consideration.

As regards Adult Edu, the D.P.D. has submitted a scheme and it has been

P.T.O



66/315 10  
decided that the scheme may be considered along with the re-organisation of Edn, to be taken up shortly. In the circumstances, no further action seems called for. For orders, whether the papers may be recorded.

I do not think of keeping action in law.

For orders as to circulation.

the papers may now be

Recorded

which has not been implemented

in Madras except in special cases

which has not been implemented

in Madras except in special cases

which has not been implemented

in Madras except in special cases



Legislative Assembly

Education Portfolio

of illiteracy -  
Liquidation -

Measures and steps taken in Madras

Steps taken in Madras

Measures and steps taken in Madras

Steps taken in Madras

Measures and steps taken in Madras

Steps taken in Madras

Measures and steps taken in Madras

Steps taken in Madras

Measures and steps taken in Madras

12

Primary Education.  
Encouragement of voluntary efforts to liquidate mass illiteracy in villages

GOVERNMENT OF BOMBAY.

EDUCATIONAL DEPARTMENT.

Resolution No. 6513.

Bombay Castle, 10th June 1938.

RESOLUTION OF GOVERNMENT.

Of the 21,668 towns and villages in the Bombay Province about 12,693 villages are still without primary schools. The problem of providing educational facilities in these villages presents many difficulties. Although nearly 300 of these villages have a population of 950 or more, comparatively few of them and other smaller villages form compact units. They are generally aggregates of a number of small scattered hamlets where access is sometimes difficult from one to the other, especially during the rainy season. It is very doubtful how far 8,371 of these 12,693 villages which have a population below 400 will be able to provide attendance adequate for the establishment of Local Board schools. The condition of Local Board schools is well known. The cost of opening and maintaining them in these villages would be prohibitive. Furthermore Government are not anxious, as long as stagnation and wastage continue so prominently in the average Local Board school, to add greatly to the number of such schools conducted by single teachers. Although single teacher schools must continue for want of others in the meantime, Government do not look favourably on the establishment of Local Board schools manned by single teachers.

2. These are the difficulties, and yet Government cannot afford to neglect these villages. If Government cannot give the benefit of a sound general education to these small villages all at once they can no longer deny them facilities for acquiring and maintaining literacy. Government have given very careful consideration to this problem and they are convinced that if mass illiteracy is to be liquidated it will not be wise to rely exclusively on existing agencies, schools and methods of instruction. Owing to the emphasis laid in the past on the encouragement of primary schools maintained by local bodies, private enterprise individually initiated and local experiments in primary education have been retarded so that the fine tradition of voluntary schools each developing in its own way and forming an integral part of the village economy has not been developed as it should.

3. Government propose to give all possible encouragement to voluntary effort in the sphere of primary education. They are satisfied that throughout the Province people are eager to co-operate with and help Government in expanding the provision for primary education. From all parts of the Province letters have been received offering suggestions and volunteering service. Individuals and associations have approached Government within the past few months with proposals for the opening of voluntary schools.

4. Government have therefore decided to give special encouragement in order to enable persons and associations to start voluntary schools in as many villages as possible. The Primary Education Act of 1923 provides for the recognition of and aid to such voluntary schools. These voluntary aided schools, are for the purposes of grants required to be recognised and approved by the District School Boards or by Government and in common with schools maintained by the School Boards themselves are called "approved schools". For various reasons it has not been possible in the past to accelerate the development of these voluntary aided schools. But

L Edcl H 14



Government now propose to launch a long range scheme for the establishment of such schools by which they will be able to aid a substantial number of these schools every year. Such aided schools will, as soon as they come into the category of "approved schools", be given capitation grants up to a certain fixed maximum sum in each case and in accordance with rules which will be framed by Government. The managements of these schools will be supplied with registers and forms free of cost.

5. Every effort will be taken to see that these voluntary aided schools are properly organised and efficiently managed. Refresher courses will be conducted in every district for the teachers of these aided schools. Headmasters of class A schools will be instructed to keep in touch with the Managers and teachers of aided schools within their areas and to give them necessary help and guidance. Supervising officers will be asked to pay frequent visits to aided schools, give demonstration lessons, and offer suggestions for the improvement of these schools without undue interference in the matter of examinations and promotions. As most of these schools must necessarily be, at least for some years to come, one-teacher schools, Government intend to prepare simplified courses of studies for them. Model time tables will be provided to the managers, and a scheme of village libraries will be started by which it is hoped the literacy acquired at voluntary and Local Board schools will be satisfactorily maintained.

6. Government take this opportunity to appeal to all persons interested in rural education to start voluntary primary schools in their areas and have them approved by the school boards. Government desire that School Boards should dispose of applications from private agencies for approving their schools, within three months from the date of application. Failing this, Government themselves will consider the application on appeal from the private party concerned. Such persons should form associations to organise voluntary schools. Associations can be formed for a taluka, part of a taluka or a whole district. Those interested may, if they choose, confine their work to their own village or they may form village committees for school purposes. It would, however, be easier for Government as well as for local authorities to negotiate and deal with associations organised on a district or taluka basis.

Village Panchayats should also be asked to take up this work. They should consider the village school as a part and parcel of village organisation and should make every effort to start and maintain a village school.

7. There should be no difficulty in finding suitable teachers for these schools. Young men who have passed the Matriculation Examination or have studied up to that stage will be available for service in some of the rural areas of the Province.

8. In addition to those who have passed the Matriculation Examination others who have passed the Vernacular Final Examination now known as the Primary School Leaving Certificate Examination may be available in large numbers. Every year more than a thousand boys appear for this examination from every district. 20,420 candidates appeared for the vernacular final examination in 1936-37 from all districts and 7,717 or 37.8 per cent. came out successful. In addition to these candidates, 1,221 appeared in the same year for the Urdu vernacular final examination and 489 or 40.0 per cent. were declared successful.

9. Of these successful candidates hardly 5 per cent. succeed in obtaining posts as local board teachers. A considerable number, it is estimated, prefer taking up some rural occupation, especially agriculture. But very many of these young men fail to find employment or remain very partially employed in the villages scattered all over the Province, and this unemployment or lack of full employment presents a problem of the utmost gravity. Many of these young men can be successfully employed as teachers of aided schools in their own or nearby villages or hamlets. They can then earn a few rupees per month and supplement thereby the income of their families without leaving their homes or the neighbourhood. District or taluka associations or Village Committees specially organised for the running of aided schools can remunerate these teachers in such form as may be found convenient. Retired primary teachers may also be found available in a great

many villages. These would prove very helpful as aided school teachers and Government would raise no objection to the employment of unqualified persons under special circumstances.

10. It is not wise to insist on too high a standard in the matter of school buildings. As long as every primary school, whether Local Board or voluntary, is housed in a building affording adequate space, light, ventilation and shelter from the sun and rain no further restrictions may be considered desirable. Government are convinced that too rigid restrictions have in the past served as obstacles to the starting of schools and they do not propose to encourage such restrictions in future.

11. The main object of these aided schools is to impart literacy. Many of them, however, are likely to do considerable educational work that goes beyond this. Government hope that most of them will develop in differing and individual ways of their own and that some at least will function as community centres serving the needs and realising the aspirations of the rural population.

12. All Government officers concerned, particularly of the Educational and Revenue Departments, will be required to help, in every way possible, local private enterprise to start and maintain the proposed aided schools. They can induce villagers to allow the use of temples or other public buildings in the villages for such schools. Government have also decided to provide substantial sums in their annual budgets to enable local authorities to assist voluntary schools. It is earnestly hoped that the public will respond to this appeal and co-operate with Government in the expansion of primary education. All letters and enquiries in response to this appeal should be addressed to the Director of Public Instruction, Bombay Province, Poona.

13. The Director of Information is requested to issue a Press Note. The Oriental Translator is requested to translate the Press Note in all regional languages of the Province and to give a wide publicity to it.

By order of the Governor of Bombay,

V. S. BHIDE,

Secretary to Government.

G. R. No. 6513, E. D., dated the 10th June 1938.

To

The Commissioner, Northern Division,  
The Commissioner, Central Division,  
The Commissioner, Southern Division,  
The Commissioner of Excise,  
The Director of Public Instruction,  
All Collectors (with spare copies of the Government Resolution for distribution to Local Bodies),  
The Director of Information (for issuing a Press Note),  
The Oriental Translator to Government,  
The Accountant General, Bombay,  
The General Department,  
The Revenue Department,  
The Finance Department.

No. of 1938.

Copy forwarded for information and guidance to



The measures which Government took last year for liquidating mass illiteracy in the villages of this Province were fully explained in the press communiques issued in the months of June and August 1938. Government gave special encouragement to persons and associations to start voluntary primary schools in as many villages as possible. Efforts were also made to see that these voluntary aided schools were properly organised and managed. A sum of Rs.4 lakhs was placed at the disposal of the Director of Public Instruction for distribution among the voluntary and other agencies who might come forward to start such schools and wide publicity was given to the conditions on which capitulation and equipment grants would be paid to such schools. A simplified and practical course of instruction for these schools was also drawn up for the guidance of village teachers.

Government is glad to note that this scheme of approved voluntary primary schools is meeting with an increasing response from the public. The provision of Rs.4 lakhs made in the last year's budget for grants to approved primary schools started through voluntary agencies was not only utilised in full but an additional allotment of Rs.22,000 had to be placed at the disposal of the Director of Public Instruction for this purpose. So far the number of voluntary primary schools opened under the scheme is 2,389 as shown below:-

| <u>Name of the Division</u> | <u>No. of voluntary primary schools opened.</u> |
|-----------------------------|-------------------------------------------------|
| Bombay Division             | 563                                             |
| Central Division            | 1,004                                           |
| Northern Division           | 315                                             |
| Southern Division.          | 507                                             |
| Total...                    | 2,389                                           |

Government proposes to extend the same help, which it gave last year, to private persons and associations who may come forward during the current year to open schools in school-less villages. Government, however, desires to make it clear that the schools to be opened under this scheme must satisfy the following conditions:-

- (1) The schools must be opened in small-school-less villages; i.e. in villages with a population of less than 700. No grant will be paid to schools opened in villages where there is already a local board or an aided voluntary approved school.
- (2) The management of the school must be in the hands of reliable and earnest people.

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(5) The equipment grant, which may be paid immediately after the school is registered, shall be for a black board, mats for children books, maps pictures, slates and ordinary teaching apparatus.

Government is fully satisfied that throughout the Province people are eager to cooperate with and help Government in expanding the provision for primary education. Government hopes that public-spirited and self-sacrificing persons will come forward voluntarily to start schools, as they did last year, in school-less villages, partly with the help of villagers and partly with Government grants. It is earnestly hoped that the public will respond to this appeal and co-operate with Government in the expansion of primary education.

The aim of Government in giving grants to voluntary approved schools has been to spread literacy among the rural population of the Province. No attempt of Government will, however, succeed unless it received the closest co-operation from the people themselves. Though Government spent Rs. 4½ lakhs last year and proposes to spend about Rs. Rs. 9½ lakhs in the current year for the spread of literacy among the rural population of the Province its efforts cannot have the desired effect unless they are supplemented by voluntary gifts from the people themselves. Thus people in a village can help by building a school house and handing it over to an institution which conducts the school or by making gifts of land or money towards the maintenance of the school or the salary of teachers or by offering the services of qualified teachers who are willing to work in a school without remuneration. It is by such means that the spread of education will be accelerated in the villages and literacy spread among the people. Government hopes that the public will show their appreciation of the efforts of Government in the course of rural education by offering their help in every way possible.



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*Approved Primary Schools.*

Scheme regarding establishment of, and  
grant-in-aid to —

GOVERNMENT OF BOMBAY.

EDUCATIONAL DEPARTMENT.

Resolution No. 6513.

Bombay Castle, 15th August 1939.

RESOLUTION OF GOVERNMENT.

The measures which Government proposes to take during the current year for liquidating mass illiteracy in the villages of this Province have been fully explained in a Press Communique issued in the month of May 1939. Government is pleased to place at the disposal of the Director of Public Instruction a sum of Rs. 8½ lakhs for distribution among the voluntary and other agencies who may come forward during the current year to open primary schools in small school-less villages. A provision of Rs. 9½ lakhs has been made in the current year's budget for this purpose under "37-Education for grants to primary schools by private agencies".

2. The schools opened under this scheme will receive grants provided they satisfy the following conditions:—

(1) The schools must be opened in small school-less villages, i.e., in villages with a population of less than 700. No grant will be paid to schools opened in villages where there is already a local board or an aided voluntary approved school.

(2) The management of the school must be in the hands of reliable and earnest people.

3. In addition to the conditions mentioned in paragraph 2 above the following rules are laid down for the guidance of Educational Officers in sanctioning grants for individual schools or associations:—

(1) Application in the prescribed form shall be made to the Senior Government Inspecting Officer of the District for the registration of the school.

(2) The school shall then be inspected by the Inspecting Officer of the Department who shall submit the Inspection Report, together with his recommendations for grant-in-aid to the Senior Government Inspecting Officer of the District.

(3) The Senior Government Inspecting Officer shall then register the school for grant for the year in which it is established or registered provided that he is satisfied that the management of the school is in the hands of a reliable and competent body of men and on the following conditions:—

(i) The school shall be open to all communities on terms of equality without discrimination in any respect.

(ii) The standard of instruction shall be substantially the same as in the B Class schools approved by the School Board. Changes in that course may be allowed by the Educational Inspector.

(iii) The teachers employed shall be qualified. Educational Inspectors may, however, permit the employment of unqualified teachers in special circumstances.



(iv) The following registers shall be maintained :—

- (a) General Register.
- (b) Register of pupils' daily attendance.
- (c) Acquittance Roll of monthly payments.
- (d) Time table.
- (e) File of age certificates and leaving certificates.
- (f) Visitors' Book.
- (g) Accounts of Income and Expenditure.
- (h) Records of Examinations and promotions, etc., of pupils.

(i) Other records and registers which may be necessary in special cases, e.g., fee register, etc.

(v) The Managers shall apply to the School Board concerned for approval.

(4) A grant may be awarded by the Senior Government Inspecting Officer of the District for equipment and maintenance for the first year of the existence or registration of the school at the following rates and shall be in the nature of non-recurring grant :—

(a) maintenance grant at Rs. 4 per pupil in average attendance which may be increased to Rs. 6 in the case of girls and children of the Backward Classes.

(b) an additional grant of Rs. 25 may be paid if the teacher employed is a trained teacher.

(c) equipment grant not exceeding Rs. 35 per school will be given provided that the minimum number of pupils is 20.

(d) the grant paid shall not exceed Rs. 200 in all for any one school in a year.

(e) the full maintenance grant shall be paid only if the school has run for at least six months during the year. The maintenance grant estimated by the Senior Government Inspecting Officer to be admissible to a school may be paid in two instalments, the first after the school is registered and the other after the school has been in existence for six months during the year.

(5) The equipment grant, which may be paid immediately after the school is registered, shall be for a black board, mats for children, books, maps, pictures, slates and ordinary teaching apparatus.

4. The schools opened last year under this scheme in small school-less villages with a population of less than 700 which were aided by Government directly should receive their grants direct from Government this year as well as in future provided that they satisfy the conditions laid down in paragraph 2 above. As regards the remaining schools, viz., those opened in villages with a population of 700 and over the local authorities concerned should be requested to take them over as early as possible or to pay them grants at the same rate at which such schools in small villages will be receiving grants from Government.

By order of the Governor of Bombay,

W. GRIEVE,

Joint Secretary to Government.

G. R., No. 6513, E. D., dated the 15th August 1939.

To

The Director of Public Instruction,  
The Accountant General (through the Finance Department),  
The Examiner, Local Fund Accounts,  
The Finance Department.

No. of 1939.

Copy forwarded for information and guidance to

Approved Primary Schools.  
Grant-in-aid.  
Maximum amount of, admissible to—

Government of Bombay.  
Educational Department.  
Resolution No. 6513.  
Bombay Castle, 16th November 1940.

Resolution of Government.

Approved primary schools started by private individuals or associations under the scheme of Mass Literacy are at present given grant at the rates mentioned below in accordance with the orders issued in paragraph 3(4) of Government Resolution, Educational Department, No. 6513, dated the 15th August 1939:—

(a) a maintenance grant at Rs. 4 per pupil in average attendance which may be increased to Rs. 6 in the case of girls and children of the Backward Classes;

(b) an additional grant of Rs. 25 may be paid if the teacher employed is a trained teacher.

(c) an equipment grant not exceeding Rs. 35 per school will be given provided that the minimum number of pupils is 20,

(d) the grant paid shall not exceed Rs. 200 in all for any one school in a year.

2. A question was recently raised whether under the present orders of Government the maximum liability of Government per annum in respect of an approved primary school is Rs. 200 or less. Orders were accordingly issued in Government Memorandum, No. 6513/5375-F, dated the 23rd July 1940, directing that under the orders issued in Government Resolution No. 6513, dated the 15th August 1939, an approved primary school should, in the second year of its existence and in subsequent years, get a maximum maintenance grant of only Rs. 140 if the teacher employed is an untrained one and of Rs. 165 if the teacher employed is trained teacher. These orders have been communicated to all concerned.

3. On reconsideration and in supersession of the orders issued in Government Memorandum, No. 6513/5375-F, dated the 23rd July 1940, Government is now pleased to direct that the maximum liability of Government in respect of an approved primary school opened under the Scheme of Mass Literacy will be Rs. 200 a year. Any grant earned by a school in any year under clause (a) of paragraph 3(4) of Government Resolution, No. 6513, dated the 15th August 1939, should be paid to it, subject to a maximum of Rs. 200, even if the teacher employed is untrained and even if no equipment grant is earned. The grant paid to a school in any one year should not, however, exceed Rs. 200 under any circumstances.

4. The maximum annual maintenance grant will continue to be Rs. 250 in the case of those approved primary schools opened in backward areas where Government has specially fixed the maximum grant at Rs. 250 per school as in the case of schools opened by the Bhil Seva Mandal, Nandurbar, in the Akrani Mahal of the West Khandesh District.

By order of the Governor of Bombay,

R. S. Mani.  
Deputy Secretary to Government.

To

The Commissioners of Divisions,  
The Director of Public Instruction,  
All Collectors,  
The Director of Information (for issue of a Press Note),  
The Accountant General, Bombay,  
The Finance Department,  
The Revenue Department.

No. of 1940.

Copy forwarded for information and guidance to



Line 2 inserted  
Govt considers that Primary Education  
should extend over a course of seven years

Elementary Education :  
Introduction of free and compulsory — in the  
Province.

GOVERNMENT OF BOMBAY.

EDUCATIONAL DEPARTMENT.

Resolution No. 7740.

Bombay Castle, 28th August 1946.

RESOLUTION.—Government has reconsidered the policy laid down in Government Resolution, Educational Department, No. 7740, dated 17th July 1945 regarding the introduction of free and compulsory elementary primary education. In that Resolution it was proposed to introduce free and compulsory elementary education for children between the ages of 6 and 11 in the concentrated areas which amount to about 1/3 of the Province within a period of 15 years. The pace of progress laid down in 1945 is very slow. Government has therefore now decided on the policy stated below.

2. ~~Government accepts the recommendations of the Central Advisory Board of Education that primary education should extend over a course of 5 years.~~ The introduction of free and compulsory education for the full course will, however, involve a considerable financial burden; if introduced area by area as recommended by the Central Advisory Board, it will also mean that some areas will have to wait a long time before getting any benefits of free and compulsory elementary primary education.

3. *Period of the compulsory Course.*—While accepting the need of introducing a seven years course on a free and compulsory basis as soon as circumstances permit, Government has decided, as the immediate practicable policy, on the introduction of free and compulsory elementary primary education within a period not exceeding 12 years and to be covered probably in 10 years. Compulsion will first be introduced in villages with a population of 1000 and over and in all towns, and will then be extended to the remaining areas.

4. *Age groups.*—It has been observed that students acquire and retain benefits of elementary education if they undergo a four year course. Government has therefore decided that the elementary compulsory primary course should be extended to four years, without the preliminary one year class for infants and that children of the age of over 6 and below 11 should be covered by such a course. It is proposed to include compulsion in the first year for children between the ages of 6 and 8, in the second year children of the age group 6 to 9, in the third year children of the age group 6 to 10 and in the fourth year children of the age group 6 to 11, so that in four years all children between the ages of 6 and 11 in villages with a population of 1000 and over and in all towns will come under compulsion.

5. *Basic Education and Craft Training.*—Government has accepted the principle of education through purposeful activity. Since the immediate introduction of this system will require a large number of suitably trained teachers who will not be available, Government has decided to introduce as an immediate step, craft



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training in all primary schools. Detailed orders regarding the selection of craft will issue separately. Government has also decided that basic training will hereafter form an integral part of the training of all teachers.

6. *Training of Teachers.*—Government is anxious that all teachers in primary schools should be trained. The Director of Public Instruction should put up proposals immediately with a view to step up in the shortest possible time the training facilities in Government and other institutions, so that capacity reaches at least the normal replacement figure (estimated at present at about 4,000) for the cadre of teachers necessary for the compulsory elementary primary course. Government will also establish Lokashalas and encourage the establishment of Lokashalas by Local Boards and other institutions with a view to ensure that better qualified teachers are available for primary schools. Orders on the details of the training programme and on Lokashalas will be issued in due course.

7. *Inspecting staff, school buildings and other matters.*—These will all be covered by the general policy indicated in paragraph 4 above. The Director of Public Instruction should be requested to submit revised proposals for these items in accordance with the revised policy of Government.

By order of the Governor of Bombay,

M. D. BHANSALI,  
Secretary to Government.

G. R. No. 7740, E. D., dated the 28th August 1946.

To  
The Commissioners of Divisions,  
The Director of Public Instruction,  
All Collectors (for supply to Local Authority and their School Boards),  
The Accountant General, Bombay,  
The Examiner, Local Fund Accounts,  
The Finance Department,  
The Reconstruction Department,  
All other Departments of the Secretariat (Except the Separate Department),  
The Director of Information (for issue of a Press Note).

No. of 1946.

Copy forwarded for information and guidance to

19  
15  
Voluntary Schools.  
Grants-in-aid to —

## GOVERNMENT OF BOMBAY.

### EDUCATIONAL DEPARTMENT.

Circular No. 7449.

Bombay Castle, 26th March 1942.

### CIRCULAR.

A scheme for the liquidation of mass illiteracy was originated by Government during the year 1938-39. The intention underlying the scheme is to encourage voluntary agencies to open primary schools in small villages without schools. It was considered that the attendance at such schools was not likely to justify the opening of regular primary schools of the standard required by the Primary Education Act. The underlying idea was that the schools opened under this scheme should receive grants direct from Government in their first year of existence and that thereafter the local authorities should aid them, Government paying the local authorities a proportion of their expenditure. It was, however, realised that it would be difficult for local authorities to take over or aid all such schools and it was therefore decided in Government Resolution, Educational Department, No. 6513, dated the 15th August 1939, that—

(i) Government should thereafter aid only those schools opened in villages with a population of less than 700; and

(ii) that schools already opened under this scheme in villages with a population of 700 and over which had already been aided direct by Government should be taken over by local authorities; but that if they refused to do so, Government should continue to aid such schools.

2. The schools opened in villages with a population of less than 700 present no difficulty. They have been receiving aid direct from Government from the beginning. The schools opened after 15th August 1939 in villages with a population of more than 700 are not eligible for a grant from Government under the general orders, although it is open to Government to pass special orders permitting payment of direct grants in individual cases. The difficulty is, however, in regard to the schools opened before 15th August 1939 in villages with a population of more than 700. These schools fall under the following three categories:—

(i) schools which have been refused aid by the local authorities from the beginning;

(ii) schools which are being aided regularly by the local authorities; and

(iii) schools which were aided by the local authorities in the beginning and which they have since refused to aid.

As regards the schools which fall under category (i), the procedure is clear. Government will continue to aid such schools. The schools in category (ii) will have to be aided by the local authorities as at present. As regards category (iii), the local authorities should not have taken over these schools as aided schools unless they were prepared to continue such aid in subsequent years. To aid a school in one year and withdraw the aid in the following is most unwise, as it will generally lead to the closing down of the school resulting in waste of money already spent on it. It is true that, if the local authorities had from the very beginning refused to aid these schools, Government would have done so as in the case of schools in category (i).



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But the local authorities having agreed to do so, Government adjusted its budget accordingly and entered into other commitments. Government cannot, therefore, accept any reversionary liability in these cases. Government trusts that the local authorities concerned will realise the dangers of spasmodic aid of this type and will re-consider the matter and agree to aid such schools as in the past. If the local authorities refuse to do so, Government will have no alternative but to pay direct grants to these schools by making the necessary cuts in the Primary Education grants of the local authorities concerned. A large number of local authorities are loyally continuing to aid the voluntary schools in their jurisdiction and Government hopes that others will follow their lead and co-operate in the spread of mass literacy.

3. Government also desires to make it clear that in no case will voluntary schools opened hereafter in a village with a population of more than 700 be recognised for aid by Government, except in those cases in which the previous special orders of Government have been obtained.

By order of the Governor of Bombay,

R. S. MANI,

Joint Secretary to Government.

G. C. No. 7449, E. D., dated the 26th March 1942.

To

The Commissioners of Divisions,  
The Director of Public Instruction,  
All Collectors (with spare copies of the Circular for supply to all Local Authorities and their school boards),  
The Accountant General,  
The Examiner, Local Fund Accounts,  
The Finance Department,  
The Revenue Department.

No. of 1942.

Copy forwarded for information and guidance to

20  
17  
Voluntary Schools.

Payment of increased grants to --  
having more than one teacher.

Government of Bombay.  
Educational Department.  
Resolution no. 7449.  
Bombay Castle, 30th May 1942.

RESOLUTION OF GOVERNMENT.

The voluntary schools opened under the scheme of 'mass literacy' receive grants from Government at the following rates :-

(a) a maintenance grant at Rs.4 per pupil in average attendance, which may be increased to Rs.6 in the case of girls and children of the backward classes;

(b) an additional maintenance grant of Rs.25 a year, if the teacher employed is a trained teacher;

(c) an equipment grant not exceeding Rs.35 to be paid in the first year provided that the minimum number of pupils in the school is 20.

The maximum annual grant admissible to these schools is, however, Rs.200 only. It has been represented to Government that, unless the maximum grant is increased the voluntary schools are not likely to admit more than 45 to 50 pupils, as otherwise they will have to employ an additional teacher entirely at their own expense. The whole object of the scheme being the liquidation of mass illiteracy it is clearly desirable that as many children as possible should attend these schools. Government is therefore pleased to increase, with effect from the current financial year, the maximum limit of grant from Rs.200 to Rs.350 in the case of those voluntary schools which are required to employ more than one teacher when the number of pupils exceeds 50, subject to a capitation grant in accordance with the existing rules. The desirability and necessity of having more than one teacher will have to be proved and accepted by the Department. Such cases should be examined carefully by the Director of Public Instruction before the Deputy Educational Inspector is allowed to sanction a grant-in-aid of more than Rs. 200

2. A provision of Rs.5,000 has been made in the current year's budget for this purpose and is included in the provision of Rs. 8,11,600 for grants to primary schools by private agencies under "37-C-Education-J-Direct grants to non-Government primary schools".

3. The Director is requested to communicate these orders to associations running voluntary schools.

By order of the Governor of Bombay,

R. S. MANI,  
Joint Secretary to Government.

To

The Director of Public Instruction,  
The Accountant General, Bombay,  
The Examiner, Local Fund Accounts,  
The Finance Department.

B.C.30/5.



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With the compliments of the  
Director of Information, Bombay.

P - 513.  
23.5.46.

In furtherance of its plans to promote general literacy, the Government of Bombay has issued an appeal to voluntary agencies to open primary schools in villages where there are no schools. The Government has also announced further concessions to improve the financial position of such voluntary schools.

The liquidation of mass illiteracy is one of the top priority questions under the consideration of the Government of Bombay. In pursuance of this policy, the Congress Ministry had launched in 1938 the scheme of Voluntary Primary Schools, the details of which were explained fully in press communiques issued in June and August 1938. To state briefly, private associations and individuals interested in rural education were called upon to start single-teacher schools in small schoolless villages, particularly in educationally backward areas. At that time there were about 12,693 such villages without primary schools out of 21,668 towns and villages in this Province. The District Local Boards and Municipalities had so far established schools mainly in the bigger villages and their resources were inadequate to extend education throughout their jurisdiction. The voluntary schools contemplated by the Government for the smaller schoolless villages had mainly to impart literacy although they would of course do considerable educational work beyond that; and they were to be conducted by enthusiastic and public spirited young men who studied up to the Matriculation standard or even F.S.C. examination, in their own villages or neighbourhood. The Government proposed to pay a grant to these schools on the capitation basis of Rs.4 per pupil subject to a maximum of Rs.200 per year. A simple procedure was laid down for the establishment and conduct of these schools. Interested parties were to apply to the Educational Inspector concerned who gave them all necessary guidance and assistance and registered the schools for grant.

In 1939 the Government further liberalised the conditions. The capitation grant was simultaneously increased to Rs.6 in the case of



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girls and children of the backward classes. An additional grant of Rs.25 was paid if a trained teacher was employed. If the number of pupils in a school was at least 20, an equipment grant up to Rs.35 was paid.

In 1941 the Government admitted for Government grant certain overhead charges incurred by voluntary agencies in connection with these schools, such as, pay and allowances of clerical and supervising staff, office contingencies, stipends to teachers deputed for training, cost of refresher courses, travelling allowances to teachers and relieving teachers.

The Government's appeal to the public in 1938 had an immediate response. Two thousand three hundred and eighty-nine schools were started within one year in the Province. The number of schools rose steadily year by year until it reached the peak figure of 2,049 on March 31, 1942. Thereafter there was a fall to 7,760 in 1943 and 7,363 in 1944 and the downward trend is still continuing. The Government expenditure on this scheme has risen from Rs.4 lakhs in 1938-39 to Rs.13 lakhs in 1945-46.

It is neither necessary nor desirable to go into the reasons and circumstances which led to the decline in the number of schools, but the Government believes they were not loss of public interest in education. The stress of economic conditions created by the war was no doubt mainly responsible for this decline. High prices and prospects of easy employment on more remunerative terms in war jobs induced many teachers to give up these schools. The same economic forces probably drove many parents to remove children from schools and put them in some service. Conditions have now changed.

The Government is very anxious to give a great impetus to voluntary effort in addition to their own programme for the increase in the number of schools. Illiteracy must be liquidated. Other countries have done it, and there is no reason why we cannot if we proceed about it in a proper manner. The Government, therefore, appeals to social workers and institutions to start new schools so that no



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village with a population of 500 or over should be without a school conducted either by the Local Boards or by voluntary associations.

The Government attaches the highest importance to this scheme as educational progress is the foundation on which all other progress must rest and once again appeals to the voluntary agencies, who are already working in this field, and to other public-spirited agencies and individuals interested in the vital question of education, to make renewed efforts to open voluntary schools in increasing numbers so as to cover the remaining schoolless villages within a short time. With a view to improving the financial position of voluntary schools, the Government has already issued the following orders:-

- (1) Capitation grant for backward class pupils and girls will be raised from Rs.6 to Rs.8 per pupil and for other pupils from Rs.4 to Rs.6.
- (2) The maximum grant to a single teacher school will be raised from Rs.200 to Rs.300 per annum.
- (3) A bonus of Rs.4 p.m. will be paid as compensation for the present high cost of living.
- (4) Bad climate allowance has been sanctioned for about 500 teachers in backward areas lacking amenities.

The whole question is further receiving the close and earnest attention of the Government. The Government invites constructive and helpful suggestions to make the scheme a complete success. Individual applications for opening of schools should continue to be made direct to the Educational Inspector or Deputy Educational Inspector concerned.

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P - 514.  
22.5.46.

Military permits are no longer necessary for entry into territories controlled by South East Asia Command. These territories comprise Malaya, British Borneo, including Sarawak, and the Netherlands East Indies. All future applications for entry into these areas should be made to the Governments concerned through normal departmental, consular or diplomatic channels.

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24  
25  
Mass Literacy Schools.

Measures for the improvement in the conditions of —

GOVERNMENT OF BOMBAY.

EDUCATIONAL DEPARTMENT.

Resolution No. 7449.

Bombay Castle, 11th December 1946.

RESOLUTION OF GOVERNMENT.

With a view to liquidating mass illiteracy in the Province, Government, in 1938, launched a scheme of directly aiding schools opened in villages with a population of less than 700 by enthusiastic teachers or educational associations. Government's appeal to the public in 1938 had an immediate and encouraging response. 2,389 schools were started within one year in the Province and their number rose steadily until it reached the peak figure of 8,049 on 31st March 1942. Thereafter there has been a falling off in the number of the schools and the fall has not yet been arrested in spite of the various concessions sanctioned by Government from time to time (*vide* Government Resolutions, Educational Department, No. 7407, dated the 14th November 1944, No. 7172, dated the 19th April 1945, and No. 7449, dated the 7th February 1946). The question of devising ways and means to prevent the fall was actively under the consideration of Government for some months past. Government has considered the question very carefully and after consultation with the Provincial Board of Primary Education and Managements of Mass Literacy schools, is pleased to pass the following orders:—

(1) The rates of capitation grant sanctioned in Government Resolution, Educational Department, No. 7449, dated the 7th February 1946, should, with effect from 1st November 1946, be raised as follows:—

Rs.

- |                                             |               |
|---------------------------------------------|---------------|
| (a) For Backward Class pupils and girls ... | 12 per pupil. |
| (b) For all other pupils ...                | 10 per pupil. |

(2) A Mass Literacy School should be held eligible for grant only if the attendance in the school is—

- (a) 15 or more in the case of an ordinary school, and  
(b) 10 or more in the case of an Urdu School or a school for girls, Scheduled Castes, Aboriginal and Hill Tribes or other Backward Communities.

(3) There should be no maximum for the grant payable to a Mass Literacy School. The proportion of pupils to teachers in a Mass Literacy School should be 40:1. If the average number of pupils in charge of a teacher in a Mass Literacy School exceeds 40, the grant shall be calculated on the assumption that the teacher is in charge of 40 pupils only. For purposes of grant, the number of pupils in excess of 40 shall be disregarded.

(4) Grant for overhead expenditure should, with effect from 1st November 1946, be raised from  $\frac{2}{3}$  to  $\frac{3}{4}$  of the approved overhead expenditure of the associations conducting Mass Literacy Schools. Contributions paid by the associations on Provident Fund and Insurance Fund should be included in the overhead expenditure.

(5) Associations conducting Mass Literacy Schools should, with effect from 1st November 1946, be paid dearness allowance grant equal to  $\frac{2}{3}$  of the expenditure which they would have incurred had they paid dearness allowance at Government rates to their teachers on condition that they do not reduce the expenditure which they were formerly incurring themselves on payment of the allowance to their teachers. They should be exhorted to pay, as far as possible, their remaining  $\frac{1}{3}$  share so that the teachers in their schools will get the full amount of dearness allowance at the rates admissible to Government servants.

(6) Teachers conducting their own schools independently under the Mass Literacy Scheme should, with effect from 1st November 1946, be paid a bonus equal to  $\frac{2}{3}$  of the dearness allowance at Government rates.

(7) The Basic pay and scales and allowances of teachers employed by associations conducting Mass Literacy Schools should be previously approved by the Director of Public Instruction.

(8) Ten per cent. of the seats in Government Training Institutions should be reserved for teachers in Mass Literacy Schools. Only those teachers sent out for training by Mass Literacy Schools who hold the minimum qualifications as may be laid down by Government from time to time should be admitted to seats reserved for these teachers. They should be awarded stipends while under training on the usual understanding as to service after training.



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(9) The Deputy Educational Inspector of the District should be authorised to certify the need of a Mass Literacy School for the grant of a site or of building materials by the Collector or the Forest Authorities, respectively.

2. Government is also pleased to direct that the following conditions should be enforced before any private association conducting Mass Literacy Schools is recognised:—

(1) Each association should conduct at least 20 voluntary schools. If the number is below 20, previous sanction of Government should be obtained before recognising the association for purposes of grant-in-aid.

(2) Each association should employ at least one whole time and duly qualified supervisor for its schools. For associations conducting more than 40 schools, the employment of one full-time duly qualified supervisor for every additional 40 schools should be insisted on.

(3) Each association should be registered under the Act XXI of 1860.

3. The Director of Public Instruction should report in due course the source from which the extra cost to Government involved should be met during the current financial year.

By order of the Governor of Bombay,

M. D. BHANSALI,  
Secretary to Government.

G. R., No. 7449, E. D., dated the 11th December 1946.

To

The Commissioners of Divisions,  
The Commissioner of Excise,  
The Director of Public Instruction (with spare copies for supply to the Provincial Board of Primary Education),  
All Collectors (with spare copies for supply to the Local Authorities and their School Boards),  
The Director of Publicity (for issuing a Press Note),  
The Accountant General, Bombay (through the Finance Department),  
The Examiner, Local Fund Accounts,  
The Oriental Translator to Government,  
The General Department,  
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A note regarding the various schemes relating to Adult Education executed in this Province between 1938 to 1946.

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Prior to 1937, only sporadic efforts were made in the field of Adult Education. The schools for Adults were essentially Night Schools attended mostly by grown up people who on account of their employment during the day were unable to attend schools.

In 1937, a scheme of literacy classes for Adults was started by Government with 29 classes and, in order to spread the movement, Government appointed a Special Committee to work out a detailed scheme. The Committee made certain recommendations and drew up an elaborate scheme involving expenditure running into crores. This report could not be accepted by Government in view of its prohibitive cost. Government, however, appointed a Board of Adult Education for the Province. The first Provincial Board for Adult Education was constituted for a period of three years in September, 1938, with six non-official members and the main functions of the Board were:—

- 1) To submit for the approval of Government a programme for the spread of Adult Education in the Province;
- 2) To conduct propaganda for the removal of illiteracy and other forms of ignorance;
- 3) To encourage and supervise the publication of suitable literature for Adults;
- 4) To consider the schemes referred to it by Government or submitted by private bodies for the spread of Adult Education;
- 5) To advise Government as to the best manner of aiding the existing Adult Education Classes and organising the work of such classes on a voluntary basis;
- 6) To advise Government as to the best methods of harnessing the enthusiasm and spirit for national service among the educated youths of the Province for the drive against mass illiteracy;
- 7) To suggest means for co-ordinating Adult Education among villagers with other forms of rural reconstruction;
- 8) To advise Government on the question of implementing the various recommendations made by the Adult Education Committee;
- and
- 9) To collect funds.

2. For the City of Bombay, a Bombay City Adult Education Committee was appointed in 1939, of which the Honourable Prime

Minister



Minister was the President and the Honourable Mr. M.A. Pakwasa, President of the Legislative Council was one of the two Vice-Presidents. It consists of 22 members in all nominated by Government and representatives of the Bombay Corporation and co-opted by the Committee. A Bombay Educational Service Officer was appointed as Secretary of the Committee and Special Literacy Officer.

The finances of the Committee are made up of contributions from Government, the Bombay Municipality, Bombay Port Trust, the Tata and Wadia Trusts and Funds collected from the public.

The Committee runs classes with the aid of a stipendiary staff helped by an honorary staff who are paid a small honorarium. In addition, employers of large scale labour, students and social workers are encouraged to conduct classes. The Committee supplying books and materials free of charge to these classes.

The classes are generally for four months for literacy and further eight months for post literacy. They are held for one hour daily at night for men and in the afternoon for women in the premises of primary and secondary schools, club rooms, corridors of chawls etc. Each class ~~at~~ ordinarily takes 20 to 25 adults on its rolls. No tuition fees are charged and books, slates etc. are supplied free. The number of literacy and post-literacy classes now are 550 and 175 respectively.

The standard of literacy is ability to read simple sentences <sup>with</sup> answers to simple questions and use numbers up to 100 for calculations. In addition the time table includes prayer, general talk, news information etc. on elements of civic functions and duties, sanitation, personal hygiene, better living and affairs of the world at large. 75 to 80 per cent of the number enrolled satisfy the test at the end of the course.

There is a supervising staff of honorary supervisors in charge of 10 classes and honorary Superintendents in charge of 50 to 60 classes.

During the last seven years 1,58,000 adults, including 35,000 women were enrolled, of which nearly 1,00,000 including

including 20,000 women were made literate at a total cost of about Rs.5,32,000 which works out at a per capita cost at Rs.4-11-0.

The exact figures are given below for the last seven years :-

| Year.   | No. of classes. | No. on rolls. | No. made literates. | Cost to Government. |
|---------|-----------------|---------------|---------------------|---------------------|
| 1939-40 | 1002            | 19538         | 15088               | 31275               |
| 1940-41 | 1198            | 22337         | 15536               | 46300               |
| 1941-42 | 1133            | 20967         | 10908               | 51200               |
| 1942-43 | 1531            | 23128         | 12337               | 51100               |
| 1943-44 | 1073            | 21214         | 14230               | 56050               |
| 1944-45 | 921             | 1917931       | 12269               | 56800               |
| 1945-46 | 1275            | 25575         | 19178               | 53050               |

A fortnightly news-sheet named 'Saksharata Deep' in Marathi and a fortnightly in Urdu named 'Mehbar' are published in simple language and bold type for the use of the literacy classes and literates.

The Committee has now proposed a Ten-year Plan to <sup>wife</sup> ~~wife~~ out illiteracy in Bombay City of all adults between the ages of 15 to 40 within 10 years. It is estimated to cost about Rs.50 lakhs. Government has approved the scheme in principle and promised a grant of 50% of the annual cost.

3. In consultation with the Adult Education Board, a scheme for the registration of workers and grant-in-aid to Literacy classes was put into operation during 1938-39. Rules for the registration of Adult education workers and institutions were framed in 1938 and have since been amended from time to time. Any educated person, primary school teacher, secretary of a co-operative society or such other organization can be registered as an Adult Education worker. According to this scheme, the Board formed Divisional and District Committees and each Committee was given an allotment to carry on its work within the area. This system was however, abandoned later on and the Deputy Educational Inspectors of the Districts were entrusted with the work of recognising and aiding the Adult Education classes and workers in their



Ability to read a paragraph in the Primary Second Book with understanding and to write answers to four or five simple questions was the standard laid down for literacy. The grant admissible according to the scheme to a recognised Adult Education Class was :-

- a) A basis maintenance grant of Rs.5/- per month and Rs.2/- per illiterate adult made literate or a capitation grant of Rs.4/- per adult made literate, at the option of the workers.

In addition, a non-recurring grant for equipment equal to the cost of articles purchased but not exceeding Rs.40/-.

4. On the recommendation of the Board, the scale of grant to the Adult Education Classes was reduced from Rs.4/- per literate to annas ten per literate by the end of the year 1939. This had the result of proving an effective damper on the entire Adult Education Movement and a number of classes came to be closed down. In view, however, of the sudden set back which the movement experienced mainly as a result of the reduction in the rate of grant to the workers, Government reviewed its entire policy in regard to Adult Education work. It restored the rate of grant of Rs.4/- per literate and also decided to entrust the work of registering Adult Education Classes to the Deputy Educational Inspectors. This work was being done till then by the Adult Education Board. Government also directed that it was not necessary for all members of the Provincial Board to tour all over the Province for propaganda as they used to do in the past. The Board thus came to be merely an advisory body and all executive work in connection with the Adult Education came to be vested in the hands of the Department during this year.

The following figures will show the number of classes and the number of adults in attendance and those made literate.

| Year.   | No. of classes on 31st March. | No. of adults on rolls. | No. of illiterates made literate. | Grant paid. |
|---------|-------------------------------|-------------------------|-----------------------------------|-------------|
| 1937-38 | 240                           | 8073                    | nil                               |             |
| 1938-39 | 432                           | 13766                   | 112                               | Rs. 7,580   |
| 1939-40 | 1085                          | 58378                   | 13208                             | Rs. 19,793  |
| 1940-41 | 177                           | 8783                    | 2829                              | Rs. 6,558   |
| 1941-42 | 658                           | 22567                   | 6877                              | Rs. 3,800   |
| 1942-43 | 511                           | 22153                   | 8315                              | Rs. 38,736  |
| 1943-44 | 492                           | 14530                   | 6810                              | Rs. 40,566  |
| 1944-45 | 373                           | 9460                    | 4667                              | Rs. 31,018  |
| 1945-46 | 733                           | 18660                   | 9895                              | Rs. 20,866  |
|         |                               |                         |                                   | Rs. 46,910  |

5. In 1944 on the recommendation of the Board a scheme of continuation classes was sanctioned by Government. Under this scheme there are two tests, the first or preliminary test and the second or certificate test. The length of the literacy course for the first test is ordinarily four months while the length of the course for the second test is six months for those who have passed the first test. The grant fixed for these classes was :-

- a) A capitation grant of Rs.5/- per adult passing the second literacy test.

In addition a non-recurring grant for equipment equal to the cost of articles purchased not exceeding Rs.25/- to a class coaching adults for second test.

6. In 1945 Government also sanctioned a scheme of Home Classes for the spread of literacy among Women in Urban areas. Boys and girls of the higher standards of a full primary school are encouraged to prepare lists of illiterate women and to teach them reading and writing in their homes. The Head Master of the school, to which the boys belong, supervise the classes, and Inspecting Officers test the stage of literacy of the women taught. The grants for these Home classes are :-

- a) For each illiterate woman made literate, Rs.2/- to the boy or girl teacher.  
 b) Rs.1/- to the class teacher of the boy or girl.  
 c) As.8 to the Head Master.  
 d) As.8 for charts, booklets, etc.

7. In order to arouse greater interest in the villages in Adult Education which had shown signs of a severe set-back mainly on account of the abnormal conditions created by the war, the Provincial Board for Adult Education recommended a ~~new~~ scheme for the reorganisation of the work in connection with these Adult Education Classes. Under this scheme, a compact area of a suitable size is to be selected for concentrated effort. The scheme was sanctioned by Government in 1945 and was introduced in 5 selected areas in five districts of the Province in the first instance. Special Officers were appointed to organise Adult Education Classes in that area with the help of a Local Committee. The experiment has yielded encouraging results as the following



figures will show :-

| Name of the compact area. | Name of the District. | No. of Classes. | No. on rolls. | No. made literate.                                   |
|---------------------------|-----------------------|-----------------|---------------|------------------------------------------------------|
| Belapur Road              | Ahmednagar District.  | 114             | 2103          | 1075                                                 |
| Athani Taluka             | Belgaum District.     | 39              | 1140          | 562                                                  |
| Thasara "                 | Kaira District.       | 36              | 816           | 440                                                  |
| Bhivani town.             | Thana District.       | 19              | 626           | 382                                                  |
| Patan Taluka              | Satara District.      | 36              | 672           | The scheme was introduced at the fag end of the year |
|                           |                       |                 |               |                                                      |

The results of this experiment has been sufficiently encouraging and Government are considering the question of extending the scheme to a number of other talukas in the Province.

8. The Adult Education Classes are generally conducted by men who have very little experience of such work. Most of them are primary teachers trained to handle classes of small children. To enable them to handle classes of adults, a scheme of training classes for Adult Education workers was sanctioned in 1941. The training classes are held for about two weeks during vacations at the Government training institutions in the Province where the workers undergo training. Each class is to take in at least 20 workers. The workers attending the classes now get a lump-sum stipend of Rs.20/- for their expenditure and free hostel accommodation is also provided. Two selected teachers from the Training Institutions are placed in charge of each class and for each class equipment worth Rs.25/- is allowed. So far, nine classes have been held and 455 workers trained at a total cost of Rs.7123. Due to the abnormal conditions created by the war, the Adult Education workers found it difficult to take full advantage of these classes.

A new Board for Adult Education was constituted for a period of three years in December, 1944. There are seventeen members on the Board. The New Board will function upto September, 1947.

9. To prevent lapse into illiteracy of the newly made literates Government sanctioned a scheme of Village Libraries and Reading Rooms. Under this scheme a Village Library or Reading Room is entitled to receive for the

ranging from Rs.50/- to Rs.30/- ( as the village may be big or small) and for the second and subsequent year an annual grant of Rs.10/-. The proposal to raise this recurring grant is being considered.

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