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**PUBLIC COOPERATION IN THE FIELD OF  
ELEMENTARY AND SOCIAL EDUCATION**

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**Dr. S. R. SEN**

**REPORT**  
OF  
**THE NATIONAL SEMINAR**  
HELD AT  
**MADRAS**

*(August 17—23, 1962)*



GOVERNMENT OF INDIA  
**PLANNING COMMISSION**  
1963

## FOREWORD

THE vital role of public cooperation in the planned development of the country has been fully recognised in the reports on the First, Second and Third Five Year Plans. There is no doubt that participation and support by local communities are a major factor in the successful implementation of development programmes in important fields like education. Public participation in the field of education has taken various forms in the States and has developed in varying degrees, depending on the resources of the community, local leadership, administrative structure and other related factors.

2. In order to study and analyse the experiences of various States in this field and to develop the most effective methods for the mobilisation of public support for educational programmes, the first National Seminar on Public Cooperation in the field of Elementary and Social Education was organised at Madras from 17th to 23rd August, 1962. The report of the Seminar has been prepared for the use of the concerned Central Ministries, State Governments, Union Territories, Voluntary Organisations, Panchayati Raj bodies and all others interested in the subject and is being presented in the hope that it will help in tapping a latent resource of considerable magnitude in the effort to achieve the targets set for education in the Plan.

3. I would like to thank the Madras Government for making arrangements for holding the Seminar. Thanks are also due to the State Governments who participated in the Seminar for sending their officers at short notice to take part in the discussions and for making the deliberations of this Seminar so useful and fruitful.

*January 21, 1963*

M. S. THACKER

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### Delegates to the National Seminar

Inaugurated by —Dr. A. N. Khosla, Member  
(Education), Planning  
Commission, New Delhi

- | <i>Name of the Participants</i>  | <b>MINISTRY OF EDUCATION</b>   |
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| 7. Shri T. N. Dhar,<br>Research Officer (Ed.)  | 17. Shri R. R. Prasad,<br>Dy. Education Secretary,<br>Government of Bihar,<br>Patna. — <i>Official</i>                                 |
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| 9. Shri B. Kaul.   |  |
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| 10. Shri B. D. Pande, I.C.S.<br>Joint Secretary.   |  |

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24. Shri V. G. Cyriac,  
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56. Shri R. C. Cheten Jamir,  
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57. Shri R. M. Dhar,  
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Department, Nagaland,  
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58. Shri Yajin Aier,  
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*Pondicherry*

59. A. Joshua,  
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Pondicherry Administration,  
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**VOLUNTARY ORGANISATIONS**

*Bharat Sevak Samaj*

61. Shri Kamal Kanna,  
Joint Convener,  
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Bharat Sevak Samaj,  
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**INDIAN COUNCIL FOR CHILD WELFARE**

62. Shri P. S. R. Anjaneyulu,  
Hony. Organising Secretary,  
Indian Council for Child Welfare,  
Hyderabad.
63. Smt. K. Narasimhan, B.A., B.Ed.,  
Child Welfare Organizer,  
Mysore State Council for Child  
Welfare, Bangalore (Mysore).
64. Smt. J. Dakshayani Amma,  
Kerala Council for Child Welfare,  
Trivandrum.

**GUILD OF SERVICE (CENTRAL)**

65. Smt. Nirmala Gokand,  
Guild of Service (Central),  
Madras.

**ALL INDIA WOMEN'S CONFERENCE**

66. Smt. Manda Krishna Murthy,  
All India Women's Conference,  
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**SERVANTS OF INDIA SOCIETY**

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Secretary,  
Servants of India Society,  
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-

## II. INAUGURAL ADDRESS BY DR. A. N. KHOSLA, MEMBER, PLANNING COMMISSION

(August 17, 1962)

Mr. President, Ladies and Gentlemen,

I am deeply conscious of the honour you have done me in inviting me to inaugurate this Seminar on Public Cooperation in the field of Elementary and Social Education.

Not only is the subject chosen for the Seminar of vital importance in our programmes of development but the time for having a systematic exchange of views on it is also most opportune. Programmes of vast scope to expand and intensify educational facilities have been undertaken and are now being implemented all over the country. At the same time there is keen awareness that unless we as a nation bend our energies to the tasks before us with a unity of purpose and a grim determination, the success of these plans will be in jeopardy. When each little contribution counts and every additional effort tips the scales, it is only appropriate for us to come together and discuss how governmental effort can be supplemented and potentialities of voluntary public cooperation fully explored.

It is equally appropriate that this Seminar should hold its sessions in Madras because this State has done commendable pioneering work in mobilising community effort, particularly, in the field of mid-day meals and has accumulated valuable experience from which other parts of the country can derive substantial benefit.

2. Programmes for the expansion of elementary and social education in the Third Plan will naturally form a backdrop to the discussions and the pooling of experience at this Seminar. They represent an organised effort of enormous proportions and it would by no means be easy to accomplish the tasks which we have set ourselves over the period of five years. Everyone is familiar with the aim envisaged in the Constitution of free, universal and compulsory education for children up to the age of 14 years and the big advance proposed to be made towards it in the Third Plan by achieving an overall target of 76 per cent for the enrolment of boys and girls in the age-group 6—11 and 28 per cent for the age-group 11—14. In terms of absolute numbers these targets mean that 91,000 primary and middle schools should be established over the five years of the Third Plan, 19 million more students enrolled and nearly 400,000 more teachers found for the primary and middle schools.

With a rapid rate of growth in population it often seems that even while trying to run fast, we end up only in a moderately brisk pace. The census data for 1961 have revealed that during the decade 1951—61, literacy has increased only from about 17 per cent to 24 per cent. The literacy percentage among women as well as the percentage of enrolment of girls in the age group 6—14 is lagging behind that of boys. Compared with our literacy percentage of 24 for the entire population, the percentages achieved in Japan, Burma, U.S.S.R., U.S.A. and U.K., respectively were 98, 55, 95, 97 and 98 even as early as 1950. We have thus a big leeway to make up.

The financial resources needed for accomplishing the physical programmes naturally run into large figures and with the numerous competing demands on the resources that our nation can mobilise with even the maximum effort that it can put forth, it may not be possible to find every rupee that is needed for education. Financial limitations need not, however, be a decisive factor and in the Report on the Third Plan, an assurance has clearly been given that financial considerations as such should not be allowed to come in the way of the successful execution of the programme for extending education to all children in the age group 6—11 in any State. The limitations are actually more basic.

To achieve the overall target the enrolment of girls has to be stepped up and this means that parents should cooperate in sending their daughters to schools. In the poorer and more backward sections of population and in the more backward areas the number of children enrolled in schools has to increase at a much faster rate. The number of teachers, especially women teachers, has to be increased rapidly and conditions created under which sufficient number of persons, especially women, will find it worthwhile to enter the teaching profession and to continue in it for sufficiently long periods.

3. Bare mention of these elements in the present situation should suffice to show that while financial resources at the disposal of the State and official effort can go pretty far, they may not go far enough. They can be stretched in emergencies and under the pressure of urgent demands but even then there are recognised limits. Inevitably one turns to the large hidden reserves in local community effort. For us as a people this is not a new concept or an unfamiliar approach because the history of this country, ancient as well as modern, bears witness to the achievements and potentialities of community effort in the field of education. A large number of schools and colleges and other institutions have been established by men inspired by altruistic motives and by love for learning. Even in recent years, in spite of the increasing scale of State effort in the educational field, popular and community effort has remained very substantial factor in the expansion of educational facilities.

4. In all our plans too, strongest support has been given to the important role of private agencies and community effort in the field of education. In the First Five Year Plan, the advantage of private agencies in being able to manage things more cheaply than Government because of their capacity to appeal more effectively to the idealism of workers and their comparative freedom from red tape was specifically mentioned. The need of helping such agencies to develop their capacity fully and to function effectively was also emphasised. Further, it was pointed out that before any programme of State aid is launched, the people should be so educated in regard to it that their instinct to help themselves is fully aroused and they are anxious to receive the programme and do their utmost in the execution of it. The stress on community effort was continued in the Second Five Year Plan and the desirability of local communities making a steady and recurring contribution towards the cost of maintenance of schools, in addition to the contributions for the provision of school buildings, was pointed out. In this connection a recommendation was made that each State should consider enacting legislation to enable local authorities (including village panchayats) to levy a cess for education. The aim underlying this recommendation was to bring out clearly the close link

between people's contribution and the benefit derived by them from the utilisation of that contribution. The Third Five Year Plan reiterates the role of community effort in the implementation of educational programmes such as organisation of enrolment drives, construction of school buildings and provision of mid-day meals and free clothing for the poorer children.

5. Of greater importance than the enthusiastic recognition accorded to community effort in the context of planning is, of course, the actual contribution which such effort has made to the educational programmes. By all accounts this has been encouraging. The local communities have come forward to make generous contributions in land, labour and money for the provision of school buildings. A large number of States have levied education cess to meet the cost of maintenance of schools. Many of the States and Union Territories, including Madras, Kerala, Andhra Pradesh, Mysore, Orissa, Madhya Pradesh, Punjab, Rajasthan and Pondicherry have provided in their plans for midday meals for children attending schools. In Madras about 40 per cent of the expenditure on mid-day meals programme is being met by the local community. Notable success has been achieved in procuring equipment for schools in Bihar, Madras, Manipur and Mysore. Enrolment drives have been organised in the States of U.P., Bihar, Orissa and Rajasthan. For efficient organisation of craft teaching in schools promising efforts have been made in the States of Punjab, Maharashtra and Uttar Pradesh and the Union Territory of NEFA. In some States efforts have also been made to encourage people to provide free books, stationery and free clothing to encourage children to go to schools.

Similarly in the field of social education and adult literacy, effort along new lines has been organised in Satara district in Maharashtra under the Gram Shikshan Mohim and in Rajasthan, Panchayati Raj Institutions have undertaken an adult literacy drive.

I have no doubt that the Seminar would review the results of these efforts over the last five or ten years and assess their total impact in terms of expansion of educational facilities in relation to the requirements or targets.

6. I might make a reference, in passing, to the use of funds available with public trusts for essential educational programmes. In this connection the experience of the States of Maharashtra and Gujarat needs to be carefully studied. In fact the contribution which is being made by public trusts, religious institutions and other public bodies for educational purposes deserves special study. As, throughout the country, there is a special preference for spending funds of this kind mainly on educational schemes, an important source can be tapped for obtaining financial support for educational programmes.

7. Whatever be the achievement to-date of public cooperation in specific fields of elementary and social education in different States—and even on a quick assessment they appear to be substantial and encouraging—taken together they have probably yet to grow into a well organised massive countrywide effort. I am sure that the Seminar will consider this particular aspect of the matter along with others.

I observe that you have a fairly large agenda and your discussions will cover all the important items of public cooperation in the field of educa-

tion. I would only like to share with you a few thoughts which come to my mind as I try to look ahead and form an idea of the potentialities of public cooperation. We may not perhaps make the mistake of thinking that while Governmental resources are limited, the resources of community effort and public cooperation are inexhaustible and can, therefore, be mobilised, directed and utilised at will and in any manner we like. There is nothing more important to my mind than guarding against dispersal of effort in this field on a wide front. The attempt should be to identify carefully the fields in which voluntary associations and local communities can make their maximum contribution and with the best results. On these we should concentrate and leave the other and related fields to be covered to the extent it is possible to do so.

I would suggest for the consideration of the Seminar that the more important items for which community effort may be mobilised should be particularly highlighted during the discussions.

8. One of the items which has already acquired a certain amount of urgency in the field of education is the need of imparting skills and vocational training and giving even at an early stage technical bias to the curricula so that the boys and girls learn to work with their own hands, understand the dignity of labour, and do not feel lost in a society in which scientific and technological progress is making new demands for skills and also creating new opportunities. The problem has to be faced in a concrete way especially in the case of children in the age-group 11—14 who wish to discontinue education after the middle school stage. If they have already been imparted a certain minimum of skill as a part of their education they can be put through short courses of training before being absorbed in trades.

A system of education which merely confines itself to the teaching of the three R's must progressively lead to children losing touch with and interest in even the traditional arts and crafts which they would normally inherit in working with their parents and thereby dampening their urge for creative and productive work. Unless, therefore, a deliberate effort is made in introducing skills and vocational bias in education, mass literacy may result in large-scale unemployment and economic imbalance.

The point that I wish to suggest for consideration is that among the local communities, a consciousness must be created about the nature and importance of this basic problem of technical and Vocational bias to education. For finding a solution to this problem a good deal of thinking will, no doubt, have to be done at the planning and policy levels; but without the full cooperation and participation of the local communities at each stage, the implementation of any such solution may present serious difficulty and may not produce the desired results.

9. Another matter which comes to my mind in this connection is the need of evolving proper techniques and methods for mobilising community effort in the field of elementary and social education. Public cooperation is like a large reservoir of goodwill, backed by the readiness to give and to make sacrifices for a good cause, but in order to take the fullest advantage of it and to obtain the best results it is necessary that correct techniques and methods should be adopted. The requirements of our educational programmes are varied and complex and for making the most efficient use of whatever local communities can offer, the importance of applying correct techniques and methods has to be kept in view.

I need not dilate on this point further because a good deal of experience in the various fields already exists and some lessons have been learnt and on the basis of these it should be possible for the Seminar to arrive at conclusions about the lines along which effort can be most fruitfully directed.

10. One of the far-reaching developments in planning in recent years is the establishment of Panchayati Raj institutions at the village, block and district levels. These institutions represent in essence the extension of democracy to the small rural communities. In so far as the educational programmes are concerned, the role of these institutions can be viewed from two angles. On the one hand, for the successful functioning of these institutions it is imperative that in as short a period as possible a substantial proportion of the adult population should become capable of reading and writing; on the other, the contribution that these institutions can themselves make in implementing the educational programmes is immense.

Apart from the Panchayati Raj institutions there is a large number of voluntary organisations which have functioned in the field of education over several decades. Many of these organisations, such as the Bharat Sevak Samaj, undertake a large range of activities and function in fields other than education also but they have generally built up a tradition of selfless public service.

The Seminar may like to consider how the assistance of these organisations can be obtained in even greater measure for the educational programmes.

11. In India, perhaps, more than in any other country there is a tension between the pull of the past and the forward urge into the future, between stability and change, between tradition and innovation. While it cannot be denied that the underlying continuity of tradition and outlook preserves our identity as a nation and safeguards against the disruptive effects of sudden change, further economic progress itself means progressive change and along with that certain changes in attitudes and values in life. Economic development during the last 10 years has made us conscious of the impact of education on such development and the spirit of this change. The whole community must share in it and work for it. That is the essence of Public Cooperation.

12. I am conscious that I have referred to only some of the aspects of the subject which will engage your attention during the coming week. The task you have undertaken and the discussions you will hold will be of great value for the future of planning in the field of education. I must thank you once again for giving me this opportunity of associating myself with this Seminar. I am sure your deliberations will result in practical and useful suggestions. I wish the Seminar all success.

*JAI HIND.*

### III. PRESIDENTIAL ADDRESS BY SHRI M. BHAKTAVATSALAM, MINISTER FOR EDUCATION AND FINANCE, MADRAS

(August, 17, 1962)

Dr. Khosla, Shri Nayar, Shri Sundaravavelu, Ladies and Gentlemen,

I am indeed very happy to be able to participate in this Seminar—the first of its kind being held in the country. It is indeed a unique honour and a rare privilege that I have been asked to preside over this National Seminar on Public Cooperation in the field of Education. I must confess that I am not here to make any contribution to this Seminar but to be educated by it. You are here with all your rich experience and great enthusiasm. I am just standing here before you and speaking to you these few words in order to initiate this Seminar. I must, at the outset, offer our most cordial welcome to the delegates and the participants in this Seminar, who have come from the various States of India. I am indeed happy and proud that Madras has been chosen as the venue for this first National Seminar on Public Cooperation in Education. As has been pointed out by my Director, we have had some success in mobilising public cooperation in the field of education and I must express to the Planning Commission our sense of gratitude for this appreciation. I have indeed very great pleasure in offering a cordial welcome to Dr. Khosla, Member of the Planning Commission, in charge of education. It is indeed very good of him that he should come all the way in order to inaugurate this Seminar. I have no doubt that he will inspire the Seminar with his wise words. There is a great awakening among the people in the matter of the spreading of education. The conditions prevailing in this State do prevail in other parts of the country. There is not a village in this State with more than 300 population which has not a school and in many villages there are more than one school. During the last 7 or 8 years we have organised in our villages as many as 12,000 elementary schools and the total number of elementary schools functioning in this State is as many as 28,000. But I am glad to tell you that people in the villages, even in the remotest village, are not satisfied now with elementary education. They realise very well that elementary education is the foundation and that it should be very pucca. Although the foundation should be very good, it is no use merely stopping at the foundation. A superstructure should spring up from the well-laid foundation. Therefore, there has been in the last two or three years, in this State, a wonderful awakening in securing for the children higher education. They have come to realise that whatever be the future avocation of our children, they should have a minimum general education and high school education is the minimum general education that every boy and girl should have. That is now accepted as the minimum education that every child should have. Formerly our target was to have an elementary school in every village. Now people want high school education. Within a distance of 2 to 3 miles we have been obliged to start high schools, although we have laid down a rule on account of financial limitations that no school should be established within a distance of 5 miles from another school. This is not merely due to a representation on the part of the villagers that they should have a high school, but they have come forward and contributed necessary buildings for the purpose. In addition they have

deposited the necessary funds for the purpose of enabling the Government to sanction the high schools.

We have larger enrolment of children in the schools. We have over-reached the target that we have laid down for ourselves under the Third Plan. Not only boys are enrolled in large numbers but also girls. There is an awakening among the parents that girls should be educated not only up to the elementary level but also up to the high school level. Our target is cent per cent boys and girls to attend schools and be educated and we are hoping to achieve the target though not completely but at least to the extent of 90 per cent before the end of the Third Plan.

If we are to be able to achieve all these successfully you will, agree with me, that there is a paramount need for public cooperation. We are sometimes obliged to cut down expenditure on account of financial limitations but we do not grudge the expenditure as far as education is concerned. Last financial year the expenditure on education was Rs. 23 crores; in this year's budget which I presented, the figure is Rs. 25 crores. But it is not merely the funds, or officials of the Government that could secure cent per cent success. It is primarily the public cooperation that we can mobilise in the matter of educational advancement that we look forward to. I am glad to tell you that public cooperation is there not only in this State but throughout the country. But it is for us to channelise that sense of public cooperation. It is with that idea, that this seminar has been organised by the Planning Commission. I should once again express on your behalf and on my own behalf our sense of gratitude to the Planning Commission for having organised this Seminar on Public Cooperation in Madras.

The agenda is very interesting. You will see that the agenda has been prepared with a view to covering a very wide field in the matter of elementary and social education. The broad subjects for discussion in the Seminar are the following :

1. Community support for the school.
2. Community support for school children.
3. Community support for social education.
4. Organisational aspects of community support.

In the structure of education, the elementary school has perhaps been the most neglected. Until recently most elementary schools were housed in ramshackle sheds fit more for cattle than for school children. Few had garden space, play-grounds or even the elementary hygienic amenity of sanitary convenience. Even in the case of schools which had some sort of buildings, they were allowed to fall into a state of disrepair. Crumbling thatch roofs, dusty mud floors, grimy walls were common sights. Within the classroom one hardly ever saw even the most indispensable equipment or teaching aid. Even black-board, the most elementary need of the classroom, was often absent. What was once meant to be a wall blackboard had ceased to be black and had become a leprous patch of faded black and dirty white.

These deficiencies had been noted and commented upon by generations of School Inspectors. Headmasters and managements had been duly advised, admonished and threatened with cuts in maintenance grants, but all in vain. It was clear that these official methods of dealing with the situation had failed. It was obviously impossible for the managements, whether

private or local body, to find the resources to improve the condition of the schools, nor was it possible for the State Government to undertake the task as it would have involved colossal sums of money, besides the long drawn out official procedures to be gone through. Some other means had obviously to be tried to supply the deficiencies which schools suffered from.

It became clear by a process of elimination that whatever method was adopted had to be in consonance with the Gandhian approach of village self-sufficiency. Unless the people themselves came forward to help the schools to improve their conditions there was no prospect of making our schools better places of education. But the task, of course, was not easy. The school had come to be regarded as "belonging" to its management, whether private or local body. The people did not feel that they had anything to do with the school except to send their children to them. So the first thing to do was to forge a link between the school and the people so that they would feel that the school was not the concern of the management alone, but something in which they had to take a vital and abiding interest. This link was for the first time brought about by the voluntary midday meals scheme when the local people came forward to feel, out of their resources, the poor children in their village school. They began for the first time to take an interest in the affairs of the school. They were now ready for the next step of enlisting their cooperation not only on behalf of the poor children but of the poor, ill-housed and ill-equipped school in which their children studied. It was not unreasonable to hope that the local people who had been so generous towards hungry school children would be equally generous in contributing to the improvement of their school. Whatever the result it was worthwhile making an effort.

The idea was first tried out in February 1958 purely as an experiment in a limited area viz., the Kadambathur Block in Chingleput District. The people in that Block had achieved the distinction of having organised the midday meal scheme in every one of the schools in the area. Then a survey of the needs of the schools was made by the officers of the department and the teachers of those schools. The people were apprised of these needs and an appeal was made to them to supply these needs according to their capacity. To the agreeable surprise of all concerned, the response was found to be most spontaneous and encouraging. Thus was born the first School Improvement Conference in the history of the State, at which were assembled the teachers, the people, the donors and their gifts to the schools. Cash donations too were made at the Conference for various schemes of improvements to the schools. This beginning was on a modest scale. But soon the idea spread far and wide all over the State and School Improvement Conferences came to be held in rapid succession, each area vying with the others in the value of contributions made to schools.

The improvements for which the people make contributions cover a fairly wide range. The following are a few of them: construction of school buildings; electrification of school buildings; construction of quarters for teachers; construction of latrines; repairs to and white-washing of existing buildings; bhoodan for midday meals, play area and gardening; supply of cooking utensils for midday meals; supply of books and slates to poor children; supply of uniforms to poor children; provision of libraries; supply of classroom furniture, equipment and teaching aids; provision for night study and supply of necessary lights; supply of equipment for handicrafts

and supply of first aid materials. Not all schools of course are lucky enough to have all these necessities supplied. However, attempts are made to ensure, as far as possible, that the basic needs of sanitary conveniences, drinking water, white washing of buildings, painting of blackboards and childrens' libraries are provided in every school covered by the scheme. So far 159 school improvement conferences have been held, covering 24,367 schools. Schemes of improvement have been undertaken to the total value of Rs. 774 lakh. Of these, schemes of the value of Rs. 497 lakh have been carried out so far. Among these many conferences, special mention must be made of two—the School Improvement Conferences held at Thekkur in April 1959 over which Pandit Jawaharlal Nehru, the Prime Minister of India presided and the other School Improvement Conference held at Vellore in August 1960 presided over by Dr. Rajendra Prasad, the then President of India.

One of the most noteworthy features of the School Improvement Movement is that it is not only the rich and the well-to-do who contribute for this worthy cause but also the poor. While the rich give from their superfluity, the poor make sacrifices from what they themselves badly need. Here are a few such instances. Shri Muthu Ambalam of Poonjuthi Village, a farmer of Melur taluk gave to the school of his village a gift of one acre of land out of his possession of 1.84 acres. At Uttiramerur, Smt. Bagiammal, a poor Irula woman, willingly donated Rs. 5 for the school midday meals fund. At the same Conference, Poongavanam Ammal, conductress of the Board Higher Elementary school, Uttiramerur made a contribution of Rs. 5 to the school meals fund from her meagre salary of Rs. 10. Even a peon of a Board Elementary school in Batlagundu, Sri Val Naicker, donated to his school a site measuring 35 centres. Last in this roll of honour is Sri Santhosa Nadar of Nazareth who gave away for school improvement his entire life's savings deposited in an earthen Hundi, though it amounted only to 9 annas in small coppers.

From the notes on the agenda circulated by the Planning Commission, it is observed that in a number of other States also the local community's cooperation has been enlisted chiefly for the construction of buildings for schools. In some States local support has been secured for carrying out repairs to school buildings and for the provision of equipment for schools.

#### *Midday Meals Scheme*

In Madras, community support was first organised on a voluntary basis for the supply of midday meals to poor school children. Poor enrolment, inattentive and hungry pupils, poor performance, wastage and stagnation have been the besetting problems of elementary education for long years. It was well known that there were several causes contributing to these. But only in 1956 was it realised that the most powerful of these causes was starvation among school children. This was brought home personally to the Director of Public Instruction during his visits to schools. He saw with his own eyes the pitiful sight of two pupils of the Perinthalmanna High School, fainting at a school meeting. On enquiry he learnt that this was quite a common experience not only in that school but in many others, owing to many poor pupils remaining hungry without any midday meal. Visits to other areas showed that such conditions prevailed in all the districts. How was this sorrowful state to be set right? Was it impossible to secure the goodwill and cooperation of the people to satisfy this wide-spread hunger

in schools? It could not possibly be difficult in a land which had a long and strong tradition of charity, especially the most elementary charity of *Annadhan*. All that was necessary was to divert a part of this charity to the schools. After all it was a universally accepted idea in this country that the poor were the responsibility of the well-to-do folk in the community. So when the idea of the community taking care of starving school children was put to them, it fell on fertile soil. The response of the people everywhere was immediate. In cash and kind, donations came in abundance and the midday meals scheme was organised in school after school, to begin with, entirely on the voluntary donations of the people. This movement was started in July 1956. Even within a year, encouraged by the Government, it made rapid strides. The Government then came forward to support the scheme with a subsidy of 60 per cent of the recurring expenditure subject to the condition that the local people found the remaining 40 per cent. The midday meal scheme has progressed so far since then that at present it covers 13.18 lakh children in about 27,000 elementary schools.

#### *Free Clothing Scheme*

The poverty of the poor is so abject that even a free midday meal was not sufficient to bring to the school all the children that still remained outside it. If children wanted to go to school they should have some decent clothing with them. The lack of proper clothing was particularly powerful factor operating against the enrolment of girls. Boys might at a pinch go to school in inadequate or tattered clothing, but the traditions of modesty are so strong among our people that even the poorest girl will not go to school unless she is properly clothed. It, therefore, became evident that in addition to a free midday meal it was necessary to give free clothing to poor children to attract them to schools. Once again an appeal was made to the generosity of the people and once again they responded with equal enthusiasm to provide free clothing to poor school children. As a further refinement it was decided to improve upon the occasion by making these free clothing conform to a uniform pattern such as blue shorts and white shirts for boys and blue skirts and white blouses for girls. This has had the remarkable effect of making the whole school adopt a uniform for all its pupils. So far more than 5 lakhs of children have been given at least one set of free uniform by the community at a total cost of nearly 28 lakhs of rupees. The free gift of clothing is one of the normal features of every School Improvement Conference.

Books and slates too are important items of donations made by the community, as part of the School Improvement Programme. No School Improvement Conference is complete without a gift of a small library of childrens' books for every participating school.

Madras has set up quite a record in respect of enrolment. In 1961-62 4.8 lakhs of children were enrolled as against the Plan target of 2 lakhs. This was the result of various enrolment drives plus the incentives of midday meals, free books and slates and free uniforms, organised with the cooperation of the local people and officers of other departments. Among the means adopted to stimulate enrolment were wall posters, exhibition of cinema slides, hand bills, periodical parents' meetings and house visits by teachers. As a further incentive in some districts enrolment shields have been awarded to the teachers' association which enrolled the highest percentage of school-age children. These shields are usually donated by the people of the locality.

Attendance of pupils is usually the responsibility of the school. Teachers are expected to visit the houses of boys who are irregular in attendance. Some schools have instituted attendance shields donated by the public. It is awarded monthly to the class which has recorded the highest attendance.

Community support to craft teaching consists of gifts of lands for garden and farms and of implements and craft equipment donated as part of the School Improvement Programme.

Land for play-ground and for school garden is donated by the community as part of the School Improvement Programme. The local community also helps in the celebration of activities such as play, festivals, school day celebrations of National occasions such as the Independence Day, the Republic Day etc. They not only help in organising these celebrations but contribute money and materials and invariably distribute sweets to the children.

Community support for health service takes the form of supply of vessels for storing clean drinking water, the provision of sanitary conveniences, the free gift of First Aid Boxes and medicines. A start has been made on a Voluntary Personal Cleanliness Movement among school children. The local community provide a few cakes of soap, a few towels, combs and mirrors. The children, as soon as they arrive at school, wash their feet and faces, and comb their hair and smarten themselves up before they go and sit in their classes.

It is reported that several other States have also been organising enrolment drives, mainly through publicity, conferences, the Press and the Radio. As regards midday meals several other States such as Andhra Pradesh, Orissa, Manipur, Himachal Pradesh, Tripura and Madhya Pradesh have started organising the scheme on a limited scale while Kerala has a scheme covering the whole State. Bihar and Pondicherry have, in addition, been making efforts to obtain community support for free clothing to poor school children.

#### *Social Education*

According to the modified scheme of social (adult) education introduced in the year 1954-55 the adult education effort by the Government was confined to National Extension Service and Community Project areas. Admission to the course is being restricted to the age group 8-18. There are some 1,500 adult literacy schools in the State. Primary school teachers are specially trained for adult literacy work and are paid a special allowance of Rs. 10 per month. The community as such makes no contribution to this scheme. Schools and colleges often undertake literacy work as part of the activities of their Social Service Leagues.

From among the other States, an interesting experiment known as the Gram Sikshan Mohim is reported from Maharashtra. The scheme aims at making the whole village literate within the shortest possible time. Another important experiment is in the Uttar Pradesh State where the villagers contribute Rs. 2 per village per month to support a free mobile library service. Rajasthan has adopted a scheme by which primary school teachers have voluntarily undertaken adult literacy work without additional remuneration.

Aided libraries in Madras State depend to a considerable extent on local community contribution in addition to grants from Government. For many branch libraries under the Local Library Authority, rent-free build-

ings are provided by the community. Books are also donated to libraries by the people.

#### *Role of Panchayats*

By a recent Government Order, Panchayats in Madras have been enabled to contribute to the Midday Meal Scheme and the Panchayat President has been made the President of the Midday Meals Committee. The effectiveness of the Panchayat organisations and the Block staff in organising community support for education will depend largely upon the extent to which they can command the confidence of the people. The manner of approach is most important. I have been also appealing to the people in the villages to come forward with Bhoodan of a minimum of 5 acres in each village in order to permanently sustain the midday meals movement. And the people have already begun to respond.

Both the Midday Meal Scheme and School Improvement Schemes are run by local committees which have no affiliation with national or state non-official social service organizations. These committees are doing exceedingly well and need to be encouraged by the active support of the people, the panchayats and the departments.

The *school teacher* is the key to the organisation of community support for schools. Wherever he is good, interested in the schools and the children and is able to command the confidence of the people he has been able to achieve remarkable results. Whatever scheme is formulated for the improvement of schools and school children must in the last resort be implemented through the school teacher. It is, therefore, necessary that his morale should be maintained at a high level by adequate pay scales, security of service, triple-benefit scheme of pension-cum-provident fund-cum-insurance, free education for his children etc. This is what we seek to provide in this State. I would particularly lay emphasis on the manner in which we enthuse the teacher.

I have no doubt that similar approach in securing public cooperation in the field of education is there in other States. This Seminar will enable exchange of ideas and experience among officers and non-officials in this country who have undertaken the whole task of moulding our children so as to enable them to play their worthy part in the rebuilding of the nation. I do hope that you will have interesting, instructive and useful discussions in this Seminar which will enable us to go forward in this foremost social service to the people.

Ladies and Gentlemen, as I told you in the beginning I am here to be educated by this Seminar. I would have personally liked very much to be present among you but preoccupations prevent me from presiding continuously over the Seminar. I should seek your pardon that on account of unavoidable work outside I shall not be able to be present throughout the proceedings of this Seminar. Therefore, I have requested Srimati Clubwala Jadhav, a pioneer in social work, known not only in this State but throughout India—I am sure many of you should have known her—to chair the Seminar in my absence and she has kindly agreed to be the Chairman of this Seminar. You will, I am sure, appreciate that you are going to have a worthier Chairman than myself.

I do wish this Seminar every success.

*JAI HIND.*

#### IV. A BRIEF RESUME OF THE DISCUSSIONS OF FIRST DAY'S SESSION HELD ON 17TH AUGUST 1962.

The morning session of the Seminar on 17th August, 1962 was mainly devoted to such items of work as the Presidential observations of the Minister for Education, Madras and the inaugural address of Member (Education), Planning Commission. The Minister for Education, Madras, in his Presidential observations outlined the work done by the State in the field of public cooperation in such areas as midday meals, provision of equipment, land, buildings, stationery etc. and stressed its importance. Member (Education), Planning Commission, while inaugurating the Seminar emphasized the role of public cooperation in the field of education and commended the pioneering work done by the Madras Government and other State Governments in mobilising public support.

In the afternoon session there was a general discussion in which the representatives of almost all the State Governments/Union Territories took part. The discussion related to the progress of various programmes relating to public cooperation and the difficulties which were being encountered. Some of the important points which emerged from the discussion are summarized below:

(1) CARE, Unicef and other organisations were providing assistance for midday meals and milk powder for children. This assistance is likely to stop at any time. Measures had to be adopted to ensure that public cooperation for such programmes is available, without any break, on a continuous and recurring basis.

(2) In certain States, the time taken by the teachers in organising programmes relating to midday meals and mobilising public support for other activities was considerable and affected their normal programme of teaching. The local community had to take over this responsibility directly which would assist the teacher in concentrating on his main work.

(3) The extent and magnitude of public cooperation varied from State to State and within each State was different from one area to another depending upon the economic and educational level of the locality. While people in certain areas were responsive enough to the call of mobilising local effort, in other areas, which were comparatively backward, the response was not encouraging.

(4) In certain States, public support was coming forth in a large measure and it became difficult for the State Governments to find their contribution to match the funds.

(5) In regard to enrolment drives, the experience of almost all the States was beyond expectations but in regard to the provisions of midday meals, school uniforms and construction of buildings the achievement was not generally good.

(6) In the States with large hilly areas and scattered population, there were inherent difficulties in organising midday meal programme, collecting of equipment for schools and uniforms for children on voluntary basis.

(7) In certain areas like Himachal Pradesh attempts are being made to make schools self-sufficient by attaching orchards and farms to the schools which make resources available on a recurring basis for development and maintenance purposes.

(8) Public support for the construction of new buildings alone was not sufficient and the community should come forward for the maintenance and repairs of old and new buildings so that assets once created are not wasted abnormally.

(9) The problem of levying local taxation specially for the purposes of education had to be tackled carefully so that it does not affect public cooperation adversely.

(10) The experiment of the Maharashtra and Gujarat Governments of finding resources for the construction of school buildings through loans from the teachers provident fund required to be studied in detail.

(11) A sound and honest leadership at all levels would go a long way in ensuring maximum local support on a steady basis.

(12) With the transfer of primary schools to panchayat samitis, public cooperation was gaining greater momentum in the States.

(13) The role of teacher in mobilising local support was emphasised and it was mentioned that, in the final analysis, it was his resourcefulness, sense of devotion and idealism which could go a long way in enlisting public participation to the maximum extent. It has to be ensured that he got a fair deal and that his salary scale and conditions of service were attractive enough.

It was decided that the various items of the agenda, which had been circulated to the participants may be discussed by four groups as under :—

Group I: Community support for schools.

Group II: Community support for school children.

Group III: Community support for social education.

Group IV: Organisational aspects of community support.

It was decided that these four groups would meet on 18th and 22nd August, 1962 at 10. a.m. in the places decided in the meeting.

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V. SUMMARY RECORD OF THE MEETINGS OF THE GROUPS  
(HELD ON 18TH & 22ND AUGUST, 1962)

GROUP I—COMMUNITY SUPPORT FOR SCHOOLS

*Members present*

1. Dr. N. Ramlal, Andhra Pradesh .. .. .	<i>Chairman</i>
2. Shri R. R. Prasad, Bihar .. .. .	<i>Member</i>
3. Shri S. A. Sundararajan, Madras .. .. .	"
4. Shri V. C. Cyriac, Kerala .. .. .	"
5. Shri G. D. Salunkhe, Maharashtra .. .. .	"
6. Shri P. M. Nadagouda, Mysore .. .. .	"
7. Shri N. Nayak, Orissa .. .. .	"
8. Shri Shyam Manohar Misra, Uttar Pradesh .. .. .	"
9. Shri Saligram Tejta, Himachal Pradesh .. .. .	"
10. Shri R. M. Dhar, Nagaland .. .. .	"
11. Shri A. Joshua, Pondicherry .. .. .	"
12. Shri Prem Chand Markanda, Punjab .. .. .	"
13. Smt. J. Dakshayani Amma*, Kerala .. .. .	"
14. Mrs. Nirmala Gokand, Guild of Service, Madras .. .. .	"
15. Smt. Manda Krishna Murthy†, All India Women's Conference .. .. .	"
16. Shri B. D. Pande*, Ministry of Community Development, Panchayati Raj and Cooperation .. .. .	"
17. Shri R. S. Uppal, Planning Commission .. .. .	<i>Secretary</i>

Shri D. P. Nayar, Director (Education) & Secretary, National Seminar also attended the meetings of the group.

The Group realised that whatever recommendations are made they may not be applicable to the entire country in toto.

1. *Land for school buildings and play-grounds*

The minimum size of land required for school purposes including school building, staff quarters, play-grounds and school farms is suggested to be as follows:

<i>Strength of School</i>	<i>Minimum Area required</i>
40 or below .. .. .	1 acre
40 to 80 .. .. .	1½ acres
80 to 120 .. .. .	2 to 3 acres
160 to 240 .. .. .	3 to 4 acres
240 to 320 .. .. .	4 to 5 acres
320 to 400 .. .. .	5 to 6 acres

This scale of minimum land is only suggestive and need not be insisted upon in difficult areas like hilly areas and densely populated areas where land is not available.

(2) The land can be obtained for the school by the following means :

(i) donations from individuals;

\*Attended on 22nd August only.

†Attended on 18th August only.

- (ii) donations from trusts and endowments;
- (iii) while consolidating land holdings in villages, top priority may be given to educational needs and sufficient land should be set apart for schools;
- (iv) Education Development Fund may be created to which contribution in cash, kind and in the form of labour may be obtained from people and this fund can be utilised for acquiring land and construction of school buildings wherever necessary;
- (v) it should be permissible to collect funds through cultural or other activities;
- (vi) the process of land acquisition should be expedited by employing emergency rules, if necessary;
- (vii) the above methods should be made applicable to all educational institutions irrespective of the management on condition that such land and property acquired should be acquired through the Fund and be used only for educational purposes for which it is acquired and if any educational institution ceases to function, the ownership of such land and property should revert to the fund mentioned above;
- (viii) in rural areas the work of collecting of donations in the form of cash, kind or in form of labour may be entrusted to the education committees of Panchayats, Panchayat Samitis or Zila Parishads or *ad hoc* committees as the case may be. Where such Committees do not exist Education Committees may be formed. In urban areas Parents' Association may be formed to undertake this work. These Associations may function in cooperation with the Municipalities and private organisations;
- (ix) in urban and suburban areas wherever new colonies are being developed either by Government or Cooperative Societies or factories or any other such organisation they should not only allocate sufficient land for the educational purposes of that area but should contribute towards the educational development fund for construction of buildings and provision of equipment etc.;
- (x) especially in urban areas if open land owned by Government or Municipality are available they should not be alienated and sold without consulting the Education Department. The needs of education being given top priority;
- (xi) as there is dearth of play-grounds in urban areas, available open spaces or play-grounds may be pooled together and made available to as many schools in that area as possible;
- (xii) in view of the future rapid expansion of townships and growth of new towns the Master Plans of such areas should provide sufficient lands for educational needs of that area.

## II. School buildings and their repairs

(3) The State Governments may continue to give their aid for construction of school buildings as per their existing practice. Specially in backward areas the principle of equalisation as recommended by the National Seminar on Compulsory Primary Education (Annexure) may be adopted.

(4) In case of individual donors it should be permissible to name a room, a block, or a school by donor depending upon the amount donated.

(5) It is recommended that the Provident Fund amounts may be utilised for advancing loans for construction of school buildings to Local Bodies.

(6) Wherever Extension Officers (Engineering) are available they should give guidance and technical advice not only to the Panchayat Samitis and Zila Parishads but to aided management institutions regarding construction of buildings and major repairs. Where there are no such extension officers, this work may be done either by the Local Bodies Engineers or the P.W.D. Engineers without additional charges.

(7) In case of donations easy methods of finalisation of deeds etc. may be evolved.

(8) It is recommended that all the State Governments prepare designs for various types and sizes for schools and circulate them so that the need for technical advice and guidance is minimized.

(9) Minor repairs and annual maintenance of schools should be the responsibility of the Education Committee with the help of the teachers, students and the local community.

### III. Equipments and teaching aids for the schools

(10) Apart from certain basic equipment (list to be prepared by the Education Department) which may be provided by the State Governments, all additional equipment to schools should be the responsibility of the community.

(11) In addition to the aid given by the State Government as contingencies as per existing practice, the maintenance, repair and replacement should be the responsibility of the school community helped by the local community.

(12) To obtain this type of aid it should be considered as part of the duties of the teacher along with the Education Committee members to approach the community. School Improvement Conferences may be held as in Madras State. The work of teachers in this field should be recognised and teachers from different areas from the States may be taken round in other States where such programmes are working successfully.

(13) As far as possible local purchase of equipment for elementary schools should be made permissible.

*Annexure*

CONSTRUCTION OF SCHOOL BUILDINGS

*Recommendations made by the National Seminar on Compulsory Primary Education (Delhi, January 23—February 9, 1961).*

SOURCE: Ministry of Education Publication, National Seminar on Compulsory Primary Education, P. 12.

It was agreed that the problem is so colossal in its magnitude that it will not be possible in the near future for the States to provide all the buildings required for the existing or the new schools that will have to be opened under the programme of compulsion. It was estimated that the buildings for old and new schools would cost roughly a total amount of 330 crores of rupees. It was therefore unanimously agreed that the time had now come to place the responsibility of providing school buildings squarely on the village community itself; otherwise there was no prospect of meeting the demand in the foreseeable future. In this connection the example of the State of Punjab was cited where the Government had not provided any funds for school buildings in its third Plan, the community there being expected to take up the matter entirely on its own and provide buildings both for existing and new schools. It was felt that this example could be followed everywhere, and the community may be called upon to take up this work. The State Government may help local communities with grants-in-aid which may be administered on the principle of equalization, that is to say, the richer communities may contribute larger amounts and the poorer communities may receive greater help from the State. The poorer areas in the State may also be allowed to contribute in cash or in kind.

## GROUP II—COMMUNITY SUPPORT FOR CHILDREN

### *Members present*

1. Shri S. M. Ahmed, Bihar .. .. .	<i>Chairman</i>
2. Shri R. S. Senapati, Orissa .. .. .	<i>Member</i>
3. Shri Brahmachari Krishnakamal, West Bengal .. .. .	..
4. Shri A. Samad, Jammu & Kashmir .. .. .	..
5. Shri B. Sinha, Tripura .. .. .	..
6. Shri R. K. Singh, Manipur .. .. .	..
7. Shri V. Ramachandran, Andhra .. .. .	..
8. Shri Zafar Saifullah, Mysore .. .. .	..
9. Shri V. S. Naidu, Kerala .. .. .	..
10. Shri T. P. Tewary, U. P. .. .. .	..
11. Shri K. Venkata Subramaniam, Madras .. .. .	..
12. Shri T. N. Dhar, Planning Commission .. .. .	<i>Secretary</i>

Shri D. P. Nayar, Director (Education) and Secretary, National Seminar also attended the meetings of the Group.

The main conclusions reached by the Group in respect of various items are summarised in the following paragraphs :—

### *I. Organisation of the enrolment drives*

1. The Group strongly advocated not only the continuance of the enrolment drive as an integral part of the programme of expansion and improvement of elementary education but also the imperative necessity of enlisting a far greater measure of active cooperation and help of the local community in this regard.

2. In reviewing the existing organizational pattern of the enrolment drives the Group fully considered the undermentioned factors which have weakened the effectiveness of the enrolment drives :

- (i) poverty of the masses;
- (ii) utilisation of small children by parents at home and in the fields;
- (iii) ignorance and social prejudices operating especially in the case of girls education.
- (iv) lack of faith in the values of primary education as an essential equipment of prospective citizens;
- (v) lack of genuine interest on the part of officials and non-officials for enrolment of children;
- (vi) absence of coordination among the various Departments of the Government;
- (vii) Poor environmental conditions and unattractive surroundings of schools;
- (viii) refusal to take into consideration the seasonal and local requirements of the village people in framing the school time-table;
- (ix) ineffectiveness of the inspecting and supervisory agencies;
- (x) inaccuracy and/or non availability of correct statistical data to facilitate the setting out of targets.

The Group held that while earnest endeavours had to be made to overcome each of the aforesaid obstacles to progress in a general way, special stress had to be laid on active cooperation of the local community in overcoming some of the most serious obstacles. In this connection the Group pointed out the urgency of taking the following concrete steps:

- (i) The organisational machinery of the enrolment drives in the various States could be geared up in such a manner as to make it possible for the village community to spontaneously assume major responsibility for making them effective and fruitful. This would mean that from the very commencement of the planning for the drive the community should be taken into confidence and induced not only to associate itself with the implementation of the programme but take a leading part in framing and executing it.
- (ii) The need for working out channels for greater collaboration between the school and the Community Development Department was examined. In this context it was felt that assigning of definite duties to the gram sevikas and mukhya sevikas in respect of enrolment drive programme would go a long way to eliminate the tragic disparity between boys and girls in the matter of enrolment. Cooperation of Social Welfare Departments and organisations may be elicited for organising enrolment drives in respect of girls.
- (iii) The Group considered the desirability of creating in the community the conviction that the village primary school could with their sustained help and patronage become an instrument of community uplift, that they are its real custodians and that its usefulness could be increased through their active material support. Reiterating the sound administrative motto that there should be no responsibility without authority, it was felt that while such academic functions as framing of the curricula, inspection, examination, taking disciplinary action wherever necessary should continue to be the responsibility of the Education Department, the village community could play a more significant role in all non-academic matters affecting the welfare and progress of the school.
- (iv) At the village level a School Improvement Committee may be constituted. The constitution of the committee as well as the duration for which it may function may be determined by the State Government.
- (v) A special fund may be created in each school for the purpose of meeting expenditure on midday meals, provision of free books and stationery and free clothing and organisation of enrolment drives etc. This fund which would be operated by the School Improvement Committee may consist of the contributions made by local people individually or collectively and a subsidy paid out of the government resources.
- (vi) The contribution so far made by the village community in providing school buildings, school equipment etc, was reviewed and it was felt that while it has in most of the States been appreciable, the village community could be enthused to take a far greater measure of active interest in these directions. Before

the enrolment drive is launched preparative measures for extending the school building by one or two rooms or for providing some temporary building where no school exists should be taken in advance.

- (vii) A factor which has so far been responsible for the relative ineffectiveness of the enrolment drives and which also has in a way intensified the incidence of wastage at the primary level is the absolute rigidity of the school time-table. The Group was of the opinion that the hours of work in the primary school could easily be adjusted to suit the local requirements and this should be done in close consultation with the local community. Likewise the seasonal factors should also be taken into account and the school time-table be adjusted accordingly.
- (viii) In reviewing the organizational set up of the enrolment drives it was noticed that, while at the State level and district level earnest efforts were being made to effectively organise the drive, the efforts at the block and village levels were relatively ill-planned, unmethodical, haphazard and inadequate. It was recommended that since the enrolment drive has to operate very largely at the village level, local community and the people of the village should from the very commencement be induced to actively participate in the matter.
- (ix) The recommendations made in the first National Seminar on Compulsory Primary Education (Annexure) regarding the organisation of the enrolment drive were reviewed and while reiterating the erstwhile recommendations it was concluded that a far greater association of the local community at each step with reference to all the items relating to the organisation of the enrolment drive was needed.
- (x) The funds earmarked for the enrolment drive should be placed in the hands of School Committee at the Panchayat level through the Panchayat Samitis or such other agencies at the Block level and clear directions should be given as to the manner of expenditure and the extent of local contribution and participation expected in successfully implementing the programme. The Committee should include persons with leadership qualities who may be able to enlist the cooperation of all the villagers and go from door to door to enlist the children of school going age and persuade the parents to send them to school at all costs. This is particularly necessary in the case of enrolling girls, as also in those areas where people are relatively backward.
- (xi) The local community should, well ahead of the commencement of enrolment drive, arrange to collect correct statistical data through a planned local census, and maintain a complete list of children of the age-group 6-11, separately for boys and girls, who have yet to be enrolled. At the end of the enrolment drive the position should be checked up in order to determine and gauge the success achieved.

## II. *Maintenance of regularity in attendance*

3. The Group while expressing its satisfaction at the fact that in consequence of the enrolment drives launched in various States, there has been

phenomenal increase in enrolment of boys and girls of the age-group 6-11 in practically all the States, held that the age old maladies of stagnation and wastage afflicting primary schools still persist. It was agreed that arresting the drop out of the pupils after enrolment is in no way less important than their enrolment in schools. It was unanimously recommended that in order to effectively arrest the incidence of wastage it is essential to improve the retentive power of the primary school, by making it more efficient and attractive not only in respect of its environmental surroundings, its buildings and equipment etc. but also by the qualitative improvement of the school life and classroom instruction. It should also provide some of the most pressing and legitimate amenities which alone can induce the small children not only to attend the school but look upon it as a glorious annexure to the home. This called for united and sustained effort not only on the part of the local community and the people of the village but also of the total citizenery which can play a particularly significant role in the matter. The specific recommendations made are as under :

- (i) School Improvement Committee should provide the most pressing legitimate amenities which could be helpful in ensuring regular attendance of pupils.
- (ii) School Committee should review every month the cases of late-attendance or non-attendance of pupils and find out the reasons for the same. It would be particularly helpful if the members of the School Committee could by door to door visits establish direct contacts with the parents and guardians of such pupils as are habitually irregular or late in attendance or have dropped out and persuade them to assume responsibility for sending children to school in proper time.
- (iii) Community should institute suitable prizes for being awarded to such children as are outstanding in the matter of daily attendance. The Committee should also commend teachers who are helpful in ensuring regular attendance. Conversely in schools where the daily attendance is thin or where the incidence of wastage is on the increase, responsibility for this may be partly on the teaching staff.
- (iv) The School Committee should also be able to periodically check up the school registers in order to see to it that the entries are free from any inaccuracies. The Inspecting Officer should make surprise checks in order to ensure regularity of attendance and the accuracy and reliability of the attendance register.
- (v) Every school should have teacher-parent association or P.T.A. in order to persuade guardians not only to send their wards to schools in time but to take a genuine and active interest in arresting the incidence of wastage and overcoming the incidence of stagnation.
- (vi) Irregularity in attendance on the part of the teachers was also taken into consideration. This is partly responsible for poor attendance of pupils. It was felt that the local community could be persuaded to provide some sort of residential accommodation for teachers where neither residential quarters nor rented houses were available. Such a step would make it possible for the teachers to regularly attend school and this would eventually influence timely and regular attendance of pupils.

- (vii) The Inspecting Officer should discuss problems relating to attendance and other programmes of the school with the School Improvement Committee members and invite from them constructive suggestions.

### III. Organisation of craft teaching

4. A rapid survey of the efforts made in various States for mobilising local resources for the organisation of craft teaching was made and it was concluded that the scope of such efforts needs to be further widened. The position of craft teaching in various States was considered and it was concluded that the commonest crafts taught in elementary schools were : spinning and weaving, gardening, agriculture, paper and card-board work, clay modelling, mat making, soap making, wood work etc. It was felt that in the organisation of these and other crafts on more effective lines it should not be difficult to mobilise community support to a substantial extent.

5. The importance of crafts in the development of child's personality, physical, mental, moral and emotional was considered and it was concluded that community resources should be more fully and methodically mobilised for the organisation of craft teaching and also for overcoming the impediments which had hitherto contributed to the ineffectiveness of craft teaching in schools. The most serious handicaps in the organisation of craft in schools were the following :—

- (i) misunderstanding and lack of appreciation as to the educational potentialities of the crafts;
- (ii) inadequacy of trained personnel;
- (iii) lack of craft equipment in schools (including insufficiency of land for agricultural operations);
- (iv) lack of accommodation, especially suitable craft sheds;
- (v) lack of, or inordinate delays in the supply of, raw materials;
- (vi) difficulties in disposing of the goods produced by students;
- (vii) lack of enthusiasm on the part of the general public for craft teaching in schools;
- (viii) inadequate personnel for inspection, supervision and improvement of craft teaching in schools.

6. It was felt that the community could render valuable advice and help in the removal of practically all these difficulties. The following specific measures were suggested for adoption for the effective organisation of craft teaching with local help :

- (i) The local leaders of community could explain to parents and guardians the educational significance of craft and thus help discount the widespread popular misconceptions in this regard.
- (ii) Local craftsmen could be approached by the community to provide technical skill involved in the age-old ancestral as well as modern crafts to pupils and teachers on a part-time basis. The expenditure involved, if any, in giving small honoraria to these craftsmen could be met by the local community.
- (iii) Though generally the raw materials have to be purchased by the students the Group felt that in case of poor children the local community could provide the raw material free of cost.

Since the selection of craft was ordinarily made on the basis of its suitability to the local environment it should not be difficult for the community to provide free of cost such raw material to the school as cotton, seeds etc.

- (iv) The local people could be induced to provide a few sets of equipments to schools besides allowing the school children to use their implements and tools on part-time basis. Along with this the artisans could help the school by arranging the repair of old and worn out craft equipment either free of charge or on a nominal cost.
- (v) Pupils and teachers of the school could be allowed by the local craftsmen and agriculturists to visit their workshops and fields not only for observation but also for active participation in their activities. The local workshops and agricultural farms could thus serve the purpose of craft laboratories.
- (vi) With a view to giving training to teachers in craft skills and also training in repair of craft equipment the Panchayat Samiti could organise a workshop at the block level and meet the cost involved.
- (vii) With a view to convincing the people of the educational utility of craft teaching the teachers and supervisors of school crafts should make an attempt to enlighten the people on the contribution that the craft makes to the personality development of the child. This would remove from the minds of the people prejudices for craft teaching in schools.

#### IV *Organisation of co-curricular activities*

7. It was agreed that it should not be difficult for the school to get substantial help from the community in the organisation of the commonest and the most useful co-curricular activities in the schools. Endorsing in a general way the suggestions contained in the working paper the Group concluded that the local people could assist the school in acquiring land, equipment and in making available the assistance of the local talent wherever possible. More specifically the following measures were recommended :—

- (i) The village community should approach the physical education instructors in the nearest high schools for giving guidance for organising outdoor games and physical activities in elementary schools. The teachers of the high schools could periodically visit the elementary schools and help them in the organisation of activities. The cost involved in meeting the travelling and other charges of the high school teacher could be borne by the village community.
- (ii) With a view to enthusing the people in helping the local schools to organise co-curricular activities the village community should provide funds for the organisation of competitions for a group of villages.
- (iii) The local community could be particularly helpful in assisting the school to organise shramdan, cleanliness drive, village festivals, founders' day, anniversaries of national leaders and heroes, both by donating money and by actively participating in these activities.

- (iv) Co-curricular activities are intended to assist in pupils' character formation and personality development. Often these are frustrated on account of the extremely unwholesome home influences. The local community can do a lot by diagnosing the moral and spiritual maladies afflicting the village homes in order that the homes may really co-operate with the school in implementing its co-curricular programmes.

#### V. *Provision of free books and stationery*

8. The Group was of the view that in areas where compulsory education had been introduced it was necessary that children, especially those whose parents were poor, should be provided with free books and stationery. Free books and stationery would have to be provided on a rough basis, to about 25 per cent of the school children drawn from the poorest strata of society. Since it was not possible for the State, with its limited resources, to meet the entire expenditure involved, the local people must come forward to supplement the provisions made from Government resources. In the States where text-book production had been nationalised and consequently books had become considerably cheaper, free award of books to pupils, especially the poorest among them, could easily be arranged. On the basis of the data available it was concluded that, on an average, in classes I-II the child had to purchase books and stationery worth about Rs. 3 per year. If the text-books are nationalised, the cost will come down appreciably. While for the majority of children their parents could be normally expected to meet this cost, in case of poor children the local community could assist. The Group recommended as under :

- (i) The local School Committee should contribute towards the cost of purchasing books and stationery for the poorest and the most needy children. For this purpose the Committee should obtain correct information as to the income level of the parents.
- (ii) A special fund as suggested in para 3 under sub-section V may be created in the school for the purchase of books and stationery for poor children as well as for provision of midday meals, organization of enrolment drives etc.
- (iii) With a view to prolonging the life of books the Group suggested that books for classes I—V could easily be kept in the school and given to the students for study every day in the school. In States where text-book production had been nationalised the Government could give the books free of cost to the poor children.

#### VI. *Midday meals*

9. There was complete unanimity about the importance of midday meal as the most fundamental determining factor in expansion and improvement of elementary education and it was held that this could be the greatest single factor in ensuring success of the enrolment drive as also in reducing the incidence of wastage at the elementary level.

10. The progress so far achieved in various States of India in the matter of providing midday meals was surveyed and profound appreciation of the pioneering efforts made by the State of Madras was expressed. The Group expressed its special appreciation of the enormous popular support for midday meals which they saw with their own eyes in the course of their tour of

different parts of the State of Madras. It was concluded that some of the concrete steps taken in Madras could, without any serious difficulty, be taken in other States also in order to ensure provision of midday meals.

11. The conclusions regarding mobilization of local resources for the provision of midday meals are given below :

- (i) As for organisational set up it was felt that at the district and block level the Education Sub-committee of the Zila Parishad and Panchayat Samiti respectively and the School Improvement Committee at the Panchayat level should be responsible for the administration of the midday meals programme.
- (ii) Since this responsibility might add enormously to the financial liability of the School Improvement Committee it was agreed that, to begin with, the midday meals should be provided to the poorest and the most needy children and provision of midday meals on a cent per cent basis should be attempted only in those areas where it is possible.
- (iii) In those areas where these democratic institutions have not yet been created the School Committee should assume the responsibility for the administration of midday meals programme.
- (iv) As for the suggestions given for the provision of necessary finance, it was felt that a plot of land, wherever possible, be donated by the community to the school which should be developed with the active participation of the students and teachers for growing fruits and vegetables. Fruits and vegetables thus grown in the school campus or on the land attached to it should invariably be utilised for providing midday meals instead of being sold in the market.
- (v) A special Education fund may be created in each school for the purpose of meeting expenses on midday meals, provision of free books and stationery, free clothing and the organization of enrolment drives etc. This fund may consist of the contributions made by local people, voluntary organizations etc. collectively or individually.
- (vi) The School Committee should, with the help of the local community and the teachers employed in elementary schools, make an economic survey of the village population in order to find out the approximate income level of guardians and parents. More specifically the proposed survey should aim at ascertaining as to how many guardians and parents are in a position to provide midday meals for their children bearing the entire cost involved, how many can afford to meet only a certain proportion of the cost and how many are totally incapable of making any contribution at all.
- (vii) The School Committee should approach the well-to-do parents not only to provide midday meals for their own children but also in addition to make provision for at least one poor child reading in the same school.
- (viii) The School Committees should, in cooperation with the local community, organise charity shows, music competitions, village festivals, dramas, cinema shows etc. in aid of the midday meals programme.

- (ix) The contributions received in cash or kind from the people for midday meals and other allied items in the school improvement programme should be exempted from the usual income tax.
- (x) The School Committee, may consider the availability of local resources and devise other ways and means to raise funds for the midday meals.
- (xi) The local people should make coordinated effort to generously contribute in cash or kind for the purpose of providing midday meals. Planned and intensive campaigns for collection of grains at the time of the harvest (as done in Madras) must be organised and these should be the major sources of raising funds for the purpose.

#### VII. School health services

12. The Group concluded that school health services had a vital bearing upon the development of the health and personality of the child and should be given at all levels the attention they deserve. As for the role of the local community in safeguarding the health of the child the following recommendations were made :

- (i) Considering the fact that the elementary schools in India are day schools and children live with their parents, who are mostly unaware of the importance of the wholesome home environment and hygienic way of life, planned efforts must be made to re-educate parents and guardians in the matter.
- (ii) As for the local community's contribution in this regard the following specific suggestions were made :
  - (a) At the moment the school buildings are not adequately ventilated and this adversely affects the physical and mental growth of children. Organised efforts must be made by the *ad hoc* School Committee and the statutory Education Committee to provide properly ventilated buildings. In this connection it was felt that most of the existing buildings could be improved and tidied up without incurring enormous expenditure.
  - (b) One of the most serious deficiencies of the existing elementary schools is its inadequacy of space and absence of playgrounds. It was felt that since mental and moral health of the child depends largely upon opportunities for proper physical growth, open spaces and playgrounds could be provided, wherever it is possible, to do so. Once the needed open spaces and playgrounds are provided, it would be easy to draw up a programme for physical education and such games and sports as would suit the children.
  - (c) One of the serious drawbacks in the existing elementary school buildings is the lack of cleanliness. A great many buildings are out of repairs. Periodic repairs of the school buildings including the white-washing or mud-plastering of the school walls could be done by pupils and teachers without entailing employment of professional labourers for the work. It was noted that in many progressive countries this

kind of work is done by pupils in collaboration with teachers and whereas the cost involved in buying raw materials is relatively small, the project can successfully be implemented under the guidance of the School Committees.

- (iii) Improvement of the health of the child by provision of school meals was also examined and it was concluded that this was manifestly a matter which called for united efforts of all the members of the local community including parents, guardians and teachers.
- (iv) It was regretfully noted that at the moment sanitary facilities do not exist in most of the elementary schools. It was recommended that such facilities must be provided in every school. In those institutions which are co-educational in character, separate arrangements for girls are imperatives.
- (v) Wherever possible the School Committees should provide such commonest amenities as soap, combs, wash basins, towels for use by school children.
- (vi) Special efforts must be made by the School Committees to ensure supply of pure drinking water in the school.
- (vii) The need for keeping the classroom and the school campus clean and tidy was particularly examined and it was agreed that such inexpensive items as brooms, baskets etc. must be provided by the community.
- (viii) In girls' schools the Mahila Mandals and gram sevikas must be associated with the organization of cleanliness drives.

#### VIII. Uniforms

13. The Group considered the desirability of providing uniforms for pupils reading in elementary schools. It noted that the well-to-do parents could easily provide suitable uniforms for their children. As for the poor parents who were incapable of providing uniforms, the following suggestions were made :

- (i) The State Government may approach textile industries and Chambers of Commerce for either donating cloth or selling cloth on concessional rates for the purpose of providing uniforms to school children.
- (ii) Attempts could be made by the School Committees to approach cloth merchants of the local areas for making donations of cloth.
- (iii) Well-to-do parents may be approached by the School Committees to provide uniforms for at least one child in addition to their own children.
- (iv) Wherever possible, the School Committees should try to provide uniforms for the poor children out of their own funds.
- (x) It was felt that absolute freedom for prescribing of uniforms should be conceded to every school.

*Annexure*

ORGANISATION OF ENROLMENT DRIVES

*Recommendations made by the National Seminar on Compulsory Primary Education, Delhi.*

January 23—February 9, 1962

*Source:—*Ministry of Education Publication: National Seminar on Compulsory Primary Education 1961. Pages 6—8.

Enrolment drives have achieved very encouraging results in Bihar, Rajasthan and Orissa. They have led to an effective annual increase in the number of children brought to schools. It was, therefore, recommended that the annual enrolment drive should be a regular feature in the Third Five Year Plan and the State Governments should set aside the necessary funds for the implementation of this scheme.

It was also felt that the drive was an activity in which teachers, inspecting officers, social workers and other departments of Government should participate and collaborate actively. It was, therefore, recommended that the States should bring out folders giving detailed information as well as instructions about the objectives, methods and procedure for the conduct of these drives.

The following issues connected with the drives were discussed and the conclusions arrived at are set out below :—

(i) *Type of organisation* : A senior officer in the Directorate should be responsible for the overall organisation of these drives.

- (a) He should work through the district education officers, block development officers and other inspecting officers and issue instructions to them in connection with the organisation of the drives.
- (b) The programme should be drawn up by the Department and passed on to the district officers who should convene a meeting at the district level of all inspecting officers for implementing the programme.
- (c) At the block level, there should be a committee comprising of official and non-official members. Women members and Harijans should be included.
- (d) At the village level, there should be a committee of prominent local panchayat or other members including the headmaster of the school who should act as the secretary. One or two members should be women who would be useful for propaganda work.

(ii) *Securing cooperation of other Departments* :

- (a) It would be desirable for the Chief Minister to address a letter to all heads of departments with a view to securing their cooperation. The main burden of conducting the drive, however, would fall on the Education Department.

- (b) He may also convene a press conference in order to secure the cooperation of the press which would give the drive proper publicity.
- (c) Talks should also be given on the radio to synchronise with the drive.
- (d) Messages from the President and the Prime Minister of India may herald the enrolment drive in every State.

(iii) *Securing cooperation of non-official Agencies and social workers :* The Seminar visualises that the drive committee suggested above would include non-official members and women. The seminar emphasises the importance of their inclusion, specially of women, who can be very effective in persuading people to send all their children to school.

(iv) *Press Publicity :* A correct approach to the press would help a lot in boosting the drive and giving it the necessary prominence in local and national papers.

- (a) Press releases should be carefully planned and worked out and timed properly.
- (b) Suitable songs may be composed, specially for prabhat pheris.
- (c) These songs and other slogans may be included in a special brochure which should be widely circulated.

(v) *Duration of Enrolment Drives :* The seminar felt that the duration of the drives should neither be too short nor too long. The ideal arrangement would be to commence the drive after the school had settled down for a week or so in the beginning of the school year. A first intensive drive should be undertaken for a week, and it should be kept up for two or three weeks, a final spurt of another intensive drive being given during the last week of the campaign. During the last spurt the drive might concentrate on the enrolment of girls.

(vi) The tentative programme may well commence with a prabhat pheri and door-to-door propaganda, ending with a mass meeting and a cultural programme in the evening.

(vii) Materials have been suggested under the previous item. They may include a brochure containing instructions to teachers, I.O.S's. and social workers. Songs and slogans may also be supplied. Articles giving information about the progress of primary education and posters and other pictures should be supplied.

(viii) *Difficulties :*

- (a) It has been experienced that the provision of buildings, equipment and the supply of teachers do not keep pace with the results of the drive. It is, therefore, recommended that the planning of the drive should take these aspects also into consideration and achieve proper coordination.
- (b) Shortage of funds for transport and other propaganda work may some times handicap workers in this field.

(ix) *Special measures for Girls :* This point has been covered earlier. In addition to women members on the committees and the special attention to enrolment of girls, there should be a slogan like : "Send your girls to the nearest school", and intensive propaganda should be carried on in favour of co-education.

(x) *Measures for Retention* : This question is linked up with the difficulties of buildings, equipment and the supply of teachers. It is assumed that provision will be made to receive the large number of children who would come in as a result of the drive. It will add to the effectiveness of the drive if it is restricted to children in the age range 6-8.

(xi) *The system of Prizes or Competitions* : It was generally recommended that village-wise prizes may be given (a) for the total enrolment in the block, (b) for the best enrolment of girls, and (c) for the best attendance figures at the end of the year. The prizes may be either in the form of equipment for the school or they may be mere commendatory certificates. No prizes should be given to individual teachers, headmasters or inspecting officers.

(xii) *Expenditure for the Drive* : As suggested above, in every State plan, there should be an allocation for the purpose of conducting the drive. Money would be required for publicity, literature, transport and other contingencies. The expenditure can be incurred as a sub-item under the main item of opening of schools and increasing the enrolment.

(xiii) *Backward areas or Pockets* : Even in the advanced States there are certain backward areas or pockets where primary education has not developed adequately. It was, therefore, recommended that there should be a concentration of effort in such areas or pockets during the enrolment drives.

(xiv) *Appeal for Community Support* : The Seminar was of the view that an appeal should be made to the local community to support the primary schools financially. Funds should be collected for buildings, equipment, etc. during the enrolment drive. This would be a very good programme for emphasis, especially in areas where the problem of enrolment is not a major issue.

### GROUP III : COMMUNITY SUPPORT FOR EDUCATION

#### *Members present*

1. Shri S. M. L. Srivastava, Rajasthan	<i>Chairman</i>
2. Shri Chandeshekhar Singh, Bihar	<i>Member</i>
3. Shri I. V. Vasavada, Gujarat	”
4. Shri S. Raghavan, Kerala	”
5. Shri S. P. Patil, Mysore	”
6. Shri M. N. Roy, West Bengal	”
7. Shri B. N. Chaturvedi, Delhi	”
8. Shri B. N. Pandey, Himachal Pradesh	<i>Member</i>
9. Shri T. H. Gouro Singh, Manipur	”
10. Shri Shaktapade Chakraborty, Tripura	”
11. Shri P. L. Samy, Pondicherry	”
12. Shrimati P. P. Azad, Punjab	”
13. Shri R. C. Chiten Jamir*, Nagaland	”
14. Shri N. D. J. Rao*, Ministry of Education	”
15. Shri B. Kaul, Planning Commission	<i>Secretary</i>

Shri D. P. Nayar, Director (Education) and Secretary, National Seminar also attended the meetings of the group.

#### *I. Organisation of literacy and post-literacy classes*

(1) Eradication of illiteracy is necessary for the success of Panchayati Raj and all round progress of the country. Direct involvement of the people in the programme is essential for the following reasons :

- (i) A mass literacy programme in a democratic set up cannot succeed unless it becomes people's movement.
- (ii) Direct involvement of the people will solve to a great extent the problem of finances.

The programme is likely to succeed better and wastage will be minimised if the people think that it is their programme and their money. This feeling can come only when they are directly involved.

(2) About 50 per cent of the funds for eradication of illiteracy should be contributed by the local community (the Panchayat, the Panchayat Samiti, the Municipality etc.) through taxes and voluntary contributions, which can be in cash, kind or service. The remaining 50 per cent should come from governmental sources, *i.e.*, from the C.D. budget of the blocks, the Education Department etc. Whether contributions from the local community are spent on purchase of kerosene oil, equipment, reading and writing material or in any other form will depend on local conditions.

(3) The more local the contribution, the greater will be the chances for better utilisation of funds and inculcation of a sense of responsibility towards the programme. However, no fee should be charged from the

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\*Attended on 18th August only.

adults attending the classes in view of their general inability to pay. Charging such fees would have a deterrent effect.

(4) It should be the responsibility of the Panchayat to provide adults willing to learn and stay in adult education centres for a sufficiently long period to attain functional literacy. The teacher's responsibility should be that of teaching them in an effective and interesting manner.

(5) For a programme of total eradication of illiteracy payment of honorarium to literacy teachers will be beyond the resources of the local bodies and the Government. The work will have to be done as part of duty or in the spirit of national service. However, for a limited programme it may be possible to make payment to literacy teachers. If payment is made it should not be less than Rs. 10 p.m. for a period of 12 months, because after the first stage of literacy, which it may be possible to attain in a period of 4 to 5 months the neo-literates have to be given further guidance and instruction for a period of 7 to 8 months by teachers. Even for a limited programme, 15 centres for men and 10 for women should be the minimum for each Panchayat Samiti. This should be within the resources—local and Governmental—of a Panchayat Samiti.

(6) Fifty per cent of the funds for social education in the schematic budget of the block should be earmarked for adult literacy. Similarly, 50 per cent of the funds allotted to women's programme should be utilised for literacy among adult women.

(7) In order to supplement the efforts of the school teachers for eradication of illiteracy, help should be taken from voluntary organisations engaged in social service and voluntary workers, especially educated youth, when their services are available for sufficiently long duration. They can also help in literacy drives for motivating illiterate adults to attend literacy classes.

(8) Every panchayat, panchayat samiti or a municipality should have a sub-committee exclusively for education and social education. If this Committee is entrusted with other duties also, its attention is divided.

(9) All teachers' training institutions should be involved in adult literacy work, which should form part of their extension programme. They should take up a few neighbouring villages for total eradication of illiteracy spread over several years, if necessary. Adult psychology and methods of teaching adults should form part of the syllabus of training institutions for teachers.

As regards participation by secondary schools in the literacy programme, the Director of Public Instruction should be requested to issue a circular that all secondary schools should run at least one model adult education centre on an honorary basis. In view of a good number of teachers in a secondary school this should not be difficult. In their inspection reports, the educational officers should mention whether or not a secondary school is participating in the adult literacy programme.

(10) There is a need for building up strong public opinion through press and platform in favour of adult literacy. This is necessary to secure greater public cooperation.

(11) Literacy campaigns on the pattern of Gram Shikshan, Mohim in Maharashtra should be undertaken in limited areas by other States as an experimental measure. However, children below 14 years of age should

not be left out in the Mohim, otherwise illiteracy will not be rooted out. All children below 14 should be sent to school as part of the Mohim.

(12) For a programme of total eradication of illiteracy, provision for more funds in the budgets of Central and State Governments is necessary.

## *II. Organisation of libraries and reading rooms*

(13) A net-work of libraries and reading rooms from the village level right up to the State level, more or less, on the pattern recommended by the Advisory Committee for Libraries is necessary for a sound national system of education. In the context of Panchayati Raj, libraries at the village and block levels deserve greater attention.

(14) There should be at least one library and reading room in every Panchayat. The following recommendations regarding libraries within the jurisdiction of Panchayats were made :

- (i) It should be the responsibility of the Panchayats to provide suitable accommodation for its library and reading room. The library may be located according to convenience in the Panchayat building or the school building or any other suitable building. The Panchayat should raise funds by public contributions or otherwise for the construction of a library building suited to its requirements, if no suitable accommodation as suggested above is available.
- (ii) The library-cum-reading room should be in the charge of a local teacher, member of the youth club or a student of senior class, or any other suitable educated person, who is willing to work in an honorary capacity. It is not necessary that one and the same person should hold charge of the library throughout the year.
- (iii) At least 50 per cent of the funds required for the purchase of books, newspapers and periodicals should be provided by the Panchayat from its income or collections from the public. The remaining 50 per cent should come from governmental sources.
- (iv) The committee of the Panchayat in charge of education and social education should look after the library affairs. Such a committee should be formed if it does not exist.

(15) In regard to the libraries of the Panchayat Samitis the following suggestions were made :

- (i) The library at the Panchayat Samiti (Block) level should have a mobile wing for the benefit of Panchayat libraries. Funds for this library should come from the block budget for social education, income of the Panchayat Samiti, public donations and contributions from the State Education Department.
- (ii) The Committee of the Panchayat Samiti for education and social education should look after the library affairs at the Panchayat Samiti level. The block extension officer in charge of social education will assist the Committee.
- (iii) The Panchayat Samiti can engage a part-time librarian on payment, as the library work at the Panchayat Samiti level is more specialised and will take several hours per day.

(16) The library committees should popularise library movement and make efforts to obtain donations in cash and books for their libraries. Such efforts should be intensified during the Social Education Week, which should also be observed as library week. Observance of a separate library day or library week is not recommended.

(17) State Governments should be persuaded to pass legislation empowering the Panchayat Samitis to levy library cess, where public opinion is in favour of it.

*III. Organisation of village school as a community centre for recreational, cultural, social and educational activities for children, youth and adults*

(18) We have already accepted the idea that the school should be the nucleus of the activities of the community around it. This could be happily achieved by securing greater cooperation of the local community. In order to achieve its objective of becoming the nucleus of community activities the school should perform the following functions in addition to its activities relating to school children :

- (i) organising literacy campaigns, literacy classes and post literacy work;
- (ii) organisation of bal mandals, yuvak mandals and mahila mandals etc.;
- (iii) organising recreational and cultural activities not only for children but also for adults;
- (iv) organising social service activities like Shramdan etc.;
- (v) providing general information about important programmes of community development and Five Year Plans;
- (vi) organising group discussions periodically for the benefit of village people on the subjects of everyday importance.
- (vii) the school can provide conveniences such as accommodation, equipment and other facilities for conducting craft classes for adults and demonstration of better techniques sponsored by community development or other agencies wherever possible. On the other hand, the block organisation or any other agency having funds for such activities should help the school financially;
- (viii) celebration of festivals and other important days;
- (ix) the instructional programme of the school should be suited to the community needs.

These activities are possible only when the teacher resides in the village in which his school is situated.

(19) Cooperation and participation of the local community can be secured through the Panchayat and the school committee. The local community should actively participate in literacy drives. It should help the school in ensuring attendance in literacy classes and provide all facilities and necessary cooperation to the school.

It should be the responsibility of the village panchayat to persuade its youth to join the Youth Clubs, Mahila Mandals, Farmer's Forum, Sports Clubs etc., and the village teacher will offer necessary guidance. The local

community should arrange for funds and facilities for recreational and cultural activities.

*IV. Textbooks and other material for literacy classes*

(20) The group agrees that the programme of spreading literacy in the country needs to be organised in a mass scale. As regards cooperation of the community in providing textbooks and other reading materials the group has already made the recommendations under item I above.

(21) In conclusion, the Group feels that if social education is to become widespread and effective as an instrument of social change it should develop as a mass movement. For this local bodies like the Panchayats and Panchayat Samitis and Voluntary Organisations like Yuvak Mandals, Mahila Mandals, Bharat Sevak Samaj, etc., should undertake the responsibility to organise and conduct social education work utilising local resources to the maximum extent and availing themselves of government help to the extent provided.

## GROUP IV : ORGANISATIONAL ASPECTS OF COMMUNITY SUPPORT

### *Members Present*

1. Shri D. K. Subramanian, Madras .. .. .	<i>Chairman</i>
2. Shri R. Kesavan Nair, Kerala .. .. .	<i>Member</i>
3. Shri L. P. Singh, Uttar Pradesh .. .. .	"
4. Shri R. N. Joshi, Himachal Pradesh .. .. .	"
5. Shri S. C. Goswami, Assam .. .. .	"
6. Shri N. C. Naik, Orissa .. .. .	"
7. Shri N. Brahma, Orissa .. .. .	"
8. Shri Kalyan Rao, Mysore .. .. .	"
9. Shri S. Varadarajan, Madras .. .. .	"
10. Shri Lal Singh Tyagi, Bihar .. .. .	"
11. Shri Yajen Aier, Nagaland .. .. .	"
12. Shri J. A. Vakil, Maharashtra .. .. .	"
13. Shri B. L. Shukla, Gujarat .. .. .	"
14. Shri N. J. D. Rao*, Ministry of Education .. .. .	"
15. Shri P. S. R. Anjaneyulu, Indian Council of Child Welfare .. .. .	"
16. Mrs. K. Narasimhan†, Indian Council of Child Welfare .. .. .	"
17. Shri B. D. Pande,† Ministry of Community Development, Panchayati Raj and Cooperation .. .. .	"
18. Shri C. P. Godsey†, Charity Commission, Maharashtra .. .. .	"
19. Shri S. R. Venkataraman, Servants of Indian Society, Madras .. .. .	"
20. Shri S. N. Saraf, Planning Commission .. .. .	<i>Secretary</i>

Shri D. P. Nayar, Director (Edn.) and Secretary, National Seminar also attended the meetings of the group.

### *I. Educational Development and the need for Public Cooperation*

1. The term 'public cooperation' is wider in conception and would cover, in addition to the cash contribution from non-Governmental sources for educational development programmes, the sustained and continuous efforts made by the public, in such fields as enrolment drives, maintenance of regularity in schools, maintenance of school buildings, equipment, teaching aids for schools, midday meals, stationery etc. Many of these items could not be evaluated in terms of additional resources and reckoned as cash contribution by the public.

2. Due to lack of sufficient and sustained public cooperation during the last decade or so, it has not been possible to achieve the target of providing schooling facilities for all children up to the age of 14 as set out in the Constitution. Legislative measures and sporadic enrolment drives alone would not help in enforcing compulsion at the elementary stage of education. The education of public opinion towards the need for the extension of schooling facilities and organisation of enrolment drives especially in backward areas and for the education of girls had to be built into the field of activities of various bodies like panchayats, panchayat samitis and zila parishads which are close enough to the people so that these functions are discharged regularly and without any interruption.

3. While cooperation from voluntary and *ad hoc* organisations would be of great assistance and of considerable significance it had to be recognised that the mobilisation and organization of public cooperation would be best

\*Attended on 18th August only.

†Attended on 22nd August only.

ensured through the Panchayati Raj bodies who, acting as the agency of the Government and of the people, would be in a better position to execute the plans and mobilise effective public cooperation in the fulfilment of various targets set out in the plan.

4. It was noted with concern that, while the expenditure from non-Governmental sources on education was increasing in absolute terms, its proportion to the total educational expenditure was decreasing. The Group was of the view that the pressure on the State resources should be reduced increasingly by stepping up the contribution from non-Governmental resources. It was, however, felt that, with the establishment of Panchayati Raj institutions in the States and the devolution of resources to them larger funds are likely to become available for educational programmes to supplement the Government expenditure.

## II. *Role of Panchayats, Panchayat Samitis and their functional committees*

5. A view was expressed that where panchayats were large-sized and each panchayat had more than one primary school within its jurisdiction it would perhaps be more appropriate to have each primary school as a local unit for harnessing and organising public cooperation. While there was no objection to the coordination of the school activities with the community development, general opinion was that making teachers solely responsible for mobilising community effort would affect their normal work of teaching and sustained efforts may not be possible. It was agreed that Panchayati Raj institutions, through their functional committees, should largely discharge these responsibilities. In these committees, the head teachers should have an important place.

6. In regard to the functions of various Panchayati Raj bodies, the Group thought that the functions laid down in the agenda (Annexure III) for the Panchayati Raj bodies were generally acceptable for implementation though it was found that in the distribution of these functions there were considerable variations from State to State. In Madras all these functions are distributed between village panchayats and panchayat unions. In Maharashtra quite a number of these functions are exercised by the zila parishads. In Kerala the panchayats were large-sized and considerably more powers were delegated to them. Recruitment of teachers was done at Panchayat unions' level in Madras but was done at District level in Orissa and Maharashtra. Text-books were approved at the union level in Madras and the opening of schools was also decided upon by panchayat unions while in some other States these were centralised at the district and State levels. It was not, therefore, possible at this stage to categorise those functions falling within the scope of panchayats, panchayat samitis and zila parishads which would be acceptable to all the States. It was recommended that the distribution of functions of various bodies, as set out in various Panchayati Raj Acts and the administrative orders issued by the State Governments spelling out in details the division of organisational responsibility, should be studied after obtaining necessary information. The findings of this study should be considered by a special committee who would make further recommendations.

7. The different experiments in Panchayati Raj have not had sufficient time and the Group was of the view that it may be necessary to watch the working of the various Panchayati Raj institutions and after some time, when sufficient experience had been gathered, it may be desirable to evaluate

their working. The results of the study may be made available to all the State Governments.

8. The position about the financing of educational programmes had been set out in one of the notes of the Planning Commission. A view was expressed that the State Governments may take over the entire responsibility of paying the teachers while the Panchayati Raj bodies may provide equipment, buildings, land and other amenities. The Group was of the view that it would be too early to make any definite recommendations regarding the pattern of the distribution of financial responsibility between the State and the Panchayati Raj bodies and methods of raising financial resources by these bodies for implementing various programmes. The present position about the raising of funds by the Panchayati Raj bodies differed in various States. It was, however, generally agreed that the Panchayati Raj bodies were in a better position to raise resources towards financing midday meals, school equipment, school uniforms, school buildings etc. It would be necessary to gather further material from the States about the pattern of financing educational programmes under the new set-up and its adequacy or otherwise in the light of the responsibilities entrusted to the Panchayati Raj bodies.

### *III. Place and role of ad-hoc bodies*

9. It was agreed that there should be coordination between the efforts of the voluntary organisations and State agencies at all levels. This can be brought about by the representatives of voluntary organisations being associated with the planning and execution of specific schemes. The Panchayati Raj bodies should associate the representatives of these voluntary organisations with the deliberation of these committees.

10. It was suggested that the planning in respect of mobilisation of public cooperation in the field of elementary and social education should be so done that the efforts of the State and the Panchayati Raj institutions and the efforts of the various organisations supplement each other. For this purpose it may be necessary for the various Panchayati Raj bodies to assist voluntary welfare organisations engaged in particular aspects of their work financially. It is, however, conceivable that there may also be situations in which the Panchayati Raj bodies may be in a position to work out their comprehensive requirements and request the voluntary organisations to assist them with the services as well as funds in particular programmes. Such a fruitful cooperation should be developed at all levels from the village to the State. It may not be necessary to co-opt statutory members of voluntary organisations in the standing committees of the various Panchayati Raj bodies but the same effect could be brought about by extending special invitations to them to attend the meetings of the committees of various Panchayati Raj bodies.

### *IV. Charity trusts and educational programmes*

11. The position in Maharashtra in regard to the Charity Trusts was explained in detail and attention was drawn to the difficulty in channelising funds of the trust created originally for religious or communal purposes for secular purposes and also for primary and social education programmes. Significant results, however, have been obtained in individual cases where the trustees and beneficiaries of trusts have been persuaded to agree to the earmarking of funds for educational programmes. Mainly social workers and local leaders will have to address themselves to the task of persuading

trusts to earmark increasingly more funds from the orthodox objectives of charity to the needs of education. Special efforts are needed to ensure that trusts are created and their funds are channelised specially to rural areas. In this connection the various possibilities of raising funds by organising entertainment programmes in urban centres and earmarking the proceeds of such entertainment programmes for rural areas were recommended. Such procedures have been adopted by the Provincial Welfare Funds in Madras and Andhra and similar attempts are now being made in Kerala and other States.

12. It was mentioned that with the evolution of the socialistic pattern of society, the possibilities of trusts established by families and individuals were becoming more remote. However, the possibilities of trusts of the type obtaining in Kerala or the religious trusts where small contributions are made day after day resulting in considerable collections over the year will continue and it is to such types of trusts that more attention will have to be given.

#### *V. Role of block staff and education staff*

13. The role of the block staff, education staff and the school teacher was discussed with reference to the paper (Annexure II) prepared in the Planning Commission. There was complete agreement on the role envisaged therein for the block and education staff and the role of the school teacher.

14. With the efforts towards universalisation of the facilities and improving the quality of education, it had to be considered whether in one Panchayat Samiti it is possible for a single functionary to look after all the managerial aspects of primary education as well as the technical and academic aspects and whether it would be desirable to combine the two functions in a single functionary. The Group found that the position differed widely from State to State. In Madras, there was complete bifurcation of functions between the Education Department and the functionary incharge of the managerial aspects of primary education in the Panchayat Samiti. The Education Department was incharge of the inspectorate functions only, the managerial functions being left to the Panchayat Samiti and the officer assisting the executive authority of the Panchayat Samiti. In some other States the functions of the social education organiser were combined with duties of some other extension officer and were being performed by a single official. In Maharashtra even the inspectorates at the district level had been transferred to the Zila Parishad but the Education Department was responsible for inspecting and assessing the work of the Zila Parishad in this respect. In Andhra, Maharashtra, Orissa and U.P., the officer borne on the cadre of the inspectorate of education was borne on the block staff and was responsible also for administration and management of the primary schools. It was unanimously agreed that the responsibility for technical guidance and academic inspection had to vest only in the Education Department.

15. It was emphasised that the quality of education had to be viewed comprehensively. That being so, the agency which has the responsibility for advising and guiding the institutions in respect of the quality of education should also have the responsibility for advising on the development of all phases. In other words, it is difficult to draw a distinction at the school level between sound management and sound instruction. The overwhelming point of view was that at the block level the management as well as the

inspection functions should be combined and exercised by a common functionary. He should be responsible to the Samiti for management aspects and to the Education Department for technical and inspectorate functions. The mobilisation of public cooperation and the development of proper facilities and amenities for the schools could be done only by effectively utilising the Panchayati Raj agencies and, therefore, these functionaries should advise the Panchayati Raj agencies on the effective methods of utilisation of public cooperation. It was held that any separation of managerial and academic functions would result in compartmentalisation, mal-coordination and inability to take a total view of development aspects of education and, therefore, the total development of education necessitates the Education Department operating through Panchayati Raj bodies with totality of functions.

16. The general view also was that the social education should be separately handled but in very close coordination with the Education Department on the one hand and the school teacher on the other.

## *Annexure I*

### **FUNCTIONS OF VILLAGE PANCHAYATS AND PANCHAYAT SAMITIS**

#### *A. Village Panchayats*

(i) to assist the panchayat samitis, *i.e.*, the local authorities at the block level, in the preparation and implementation of plans for the development of primary education in their areas ;

(ii) to provide adequate accommodation and equipment for local primary schools ;

(iii) to provide for the welfare of the children attending local primary schools ;

(iv) to carry out the current repairs of the school building, and if directed by the panchayat samiti, to carry out special repairs and to construct new buildings ;

Ordinarily a village panchayat would have the responsibility of carrying out current repairs in school buildings but if there are efficient education committees even new buildings can be constructed.

(v) to exercise such supervision over the local primary schools as may be prescribed or may be directed by the panchayat samiti by a general or special order ;

The functions could be spelt as under :

- (1) visit all schools placed under its supervision at least once a month ;
- (2) note whether the number of pupils in the school at the time of the visit corresponds with the number marked as present in the register and report any irregularity to the Administrative Officer;
- (3) report to the appropriate authorities any irregularity or unpunctuality in the matter of the opening and closing of the school and the teachers' attendance ;
- (4) see that the school premises are in good repair and kept in a sanitary condition ;
- (5) supervise the expenditure of grants placed at the disposal of the Head-teacher ;
- (6) permit the Head-teacher of the local school to leave his charge in case of emergency and to grant him casual leave of absence ;
- (7) report the absence from school, without leave, of the Head-teacher and the assistant master ;
- (8) hold charge of the single-teacher schools in the event of the absence of the teacher on leave or in such other emergencies ;
- (9) to be present at the school at the time of the visit of any officer to the Education or other Departments;
- (10) to be present at the time when the charge of the school is being handed over to another Head-teacher.

(vi) to be responsible for the enforcement of compulsory attendance in the village in accordance with the Rules and Regulations prescribed for the purpose and general or special directives of the State Government and the panchayat samitis ;

This responsibility could be spelt out as under :

- (1) preparation of the census of children of school-going age ;
- (2) publication of lists of non-attending children ;
- (3) issue of notices to parents of non-attending children ;
- (4) summoning of defaulting parents before them ;
- (5) grant of exemption from compulsory attendance in accordance with the provisions of the Act and the rules and the regulations and the general directives issued in this behalf ;
- (6) passing of attendance orders ; and
- (7) launching of prosecution against defaulting parents.

It is assumed that the staff of schools would give all the necessary assistance to the Panchayats in discharging their responsibility.

(vii) subject to the funds at its disposal, to provide poor children with slates, books, clothes and other educational equipment ;

(viii) to be responsible for the proper management of the School Fund ;

(ix) to provide playground and school gardens and to maintain them with the assistance of the pupils and the staff of the schools ; open children's parks ;

(x) to make provision for drinking water and other necessary amenities required by school children ;

(xi) to make provision, wherever possible, for midday meals to poor and under-nourished children ;

(xii) to make provision for school uniforms ;

(xiii) to organise literacy and post-literacy classes, libraries and reading rooms ;

(xiv) to organise the village schools as a community centre for recreational, cultural, social and educational activities for children, youth and adults ;

(xv) arrange sports and youth festivals etc.

(xvi) to celebrate school functions and to organise excursions or other social and cultural programmes in accordance with the instructions that may be issued by Government or the panchayat samiti from time to time ; and

(xvii) generally to exercise such powers and perform such duties as the panchayat samiti may delegate from time to time.

#### *B. Panchayat Samitis*

(i) to assist the Education Sub-Committee in conducting and revising educational surveys and in preparing and implementing Five Year Plans

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for the development of primary education and all other educational activities entrusted to it;

(ii) to provide adequate accommodation and equipment for primary schools ;

(iii) to open new primary schools in places where they are needed ;

(iv) to determine the exact location of primary schools ;

(v) to supervise the working of all primary schools and other educational institutions ;

(vi) to exercise such powers over the staff employed in primary schools and other educational institutions under the control of the School Committee, as may be delegated to it from time to time ;

(vii) to supervise the activities of the Panchayat Education Committees, to ensure that each village panchayat pays its contribution to the School Fund and generally to guide them to maintain and improve the primary school or schools in their charge ;

(viii) to be responsible for the enforcement of compulsory primary education ;

(ix) to grant sanction to the changes in the dates of birth and the names of pupils attending primary schools ;

(x) to construct new buildings for primary schools and to carry out special repairs ;

(xi) to sanction grant-in-aid to Panchayat Education Committees ;

(xii) to advise the District Education Committee generally on all matters connected with primary education and other educational activities undertaken in the Block ;

(xiii) to carry on propaganda in the Block for the expansion and improvement of education in general and primary education in particular ;

(xiv) to carry out census of the illiterate adults in the Block and prepare programmes for the eradication of illiteracy ;

(xv) to organise cultural melas, film and mobile libraries which would go round the villages ;

(xvi) to exercise such other powers and to form such other duties as may be delegated to it by the District Education Committee from time to time.

(xvii) establishment of Youth Organisations, Mahila Mandals, Farmers Clubs and the like;

(xviii) organisation of Voluntary Sanitary squads.

## *Annexure II*

### **ROLE OF THE BLOCK STAFF, EDUCATION STAFF AND SCHOOL TEACHER**

The delegation of the administration of primary education to the panchayats and panchayat samitis alone cannot by itself make any worthwhile impact unless the staff of the block and of the Education Department cooperate and collaborate in the programme. The entire block staff consisting of block extension officers, gram sevaks, extension officers for agriculture and animal husbandry, village industries, panchayats, social education organisers (men and women) gram sevaks and sevikas etc. and the staff of Education Departments like District Inspectors of Schools, Assistant District Inspectors of Schools, the Head-masters and the teachers have to accept the challenge, which is there, to help all villages tackle the village education problems. The action steps for raising the status, services and facilities of education in the villages to be taken up jointly by the staff of the Block and Education Department would be as under :—

- (a) Through various educational media, demonstrate to the people the importance of all being literate and all children having an opportunity to attend a school taught by a competent, well-trained teacher adequately paid.
- (b) As the village grows in its interest in having a village school, help the village organise itself to contribute its labour and as much material as possible towards the construction of a school.
- (c) Assist the village in organising literacy classes. Whenever literate local people are available, they should be trained and assisted in conducting the literacy classes. When local literacy instructors are not available plans should be worked out for outside instructors systematically to visit the village to conduct the literacy classes.
- (d) To assist in the socio-economic upgrading of the village teacher and thus enabling the village to secure and keep a competent teacher, the villagers should be encouraged to see the importance of the village providing the teacher with a house and an adequate vegetable garden. Villagers should also be encouraged to develop plans for self-taxation to contribute toward increasing the salary of the village teacher.
- (e) So that the village school can increasingly become an effective village institution and the teacher can play a more prominent role in village development, the block staff should in the first instance organise a month's training camp for all the village teachers in the block. The purpose of this training should be to train the village teacher to serve as a village social educator, assisting in mobilizing the entire village for effective all round development. Following the first camp of four weeks, yearly refresher camps of a week to ten days may be organised.
- (f) Continue to emphasise to the village people that, while in the past they have survived with limited or no education, in future education will become more and more important for

success as a cultivator, artisan or industrialist, and for participation in village and State affairs. Point out that whereas in the past survival was based on familiarity with traditional methods, the future will require familiarity with and understanding of science.

2. The block staff has to concentrate mainly on overall aspects of planning while leaving the technical and administrative work to the appropriate departments who should be suitably associated and with whom adequate liaison be maintained. The main departments which can assist the primary schools are those concerned with cottage industries and agriculture. The students should have facilities to observe the various processes being done at the production, demonstration and training centres. The teachers of the locality could be given craft training courses at the Centre. The institutions can receive considerable financial help and guidance in regard to improved techniques, buying of raw material, marketing of finished products from the production co-operative. The demonstration plots under the agriculture departments could guide the students and teachers of elementary schools in understanding the new techniques of agricultural production. The Vigyan Mandirs can provide laboratory facilities to the students and the teachers in case these are located, as far as possible, at the block headquarters.

3. The school teacher has significantly to participate in making various school projects successful and it will be useful if the Extension Officers from other Technical Departments also help in giving practical knowledge of the various processes involved. The pivot of the whole school programme is the teacher. Any idea from the village teacher is likely to command more respect than any other source. To draw him into the community development programme is likely to yield great dividends. The role of the school teacher can be :

- (a) the duties of teaching the students ;
- (b) to teach new ideas to the students about the way in which the life in villages should be improved;
- (c) train his boys to think along scientific lines and understand the scientific way of doing things ;
- (d) to demonstrate in practice the various development programmes like composite manuring, constructing smokeless choolas etc., etc.;
- (e) develop the cooperative habits among his pupils and make them cooperative minded ;
- (f) outside school hours take a direct part in the activities of the community development programme. He can be a very good link between the villagers and village level workers; and
- (g) the teacher can use his influence to remove the habit of thinking along conservative lines and develop in village people curiosity and generosity in doing things in more scientific manner and therefore in more efficient ways.

## VI. THE MAIN CONCLUSIONS OF THE NATIONAL SEMINAR CIRCULATED ON 23RD AUGUST, 1962.

The National Seminar on Public Cooperation in the field of Elementary and Social Education was held in Madras from the 17th to the 23rd of August, 1962. The object of the Seminar was to study, at the national level, the experience of different States in mobilising public support with a view to discovering the most effective techniques. The tasks that lie ahead in the field of education are so huge that it is necessary to develop public cooperation to the full to aid State effort. The experience gained hitherto of mobilising public support has been encouraging. Democratic decentralisation which gives to local institutions the power and the responsibility for their own development provides the institutional framework within which large-scale mobilisation of local resources should be possible. The present moment, when Panchayati Raj has just been introduced or is in the process of being introduced in the different States, therefore, is appropriate for the consideration of the question of evolving the most effective techniques for the purpose. To this end the Seminar bent its energies, drawing upon the experience already available and keeping in view the new developments that are afoot. The main problem today is to harness the capacities of the vast, largely unutilised resources of manpower in our lakhs of villages, working on locally available material. That can make a considerable difference to the situation in regard to school buildings, furniture, simple craft equipment, midday meals and free clothing for needy children, kerosene oil and black-boards for literacy classes, etc. In the process the community will be strengthening itself in organisation, constructive leadership and grim determination to battle for its own uplift. As the school improves in the quality of its teaching it should become increasingly capable of serving the community in many concrete ways, apart from building up its future leadership. Its capacity to do so will, however, depend upon the pace at which elementary education is re-organised to link up its curriculum with the life of the local community.

2. After the first day's general discussion the Seminar divided itself into four study groups. These groups made detailed recommendations in regard to the various ways in which the public can help the school, the school children and adult education programmes. The role of the various organisations and institutions like Panchayati Raj bodies, *ad hoc* and voluntary bodies etc., in enlisting public cooperation was also discussed. The broad conclusions which the Seminar reached are as follows :

(i) The Seminar reviewed the progress made in enlisting people's cooperation for the cause of elementary and social education in recent years. While recording its satisfaction over the beginnings made in this direction it realised that the movement of popular support was yet in its initial stages. In order to be able to make a sufficient impact on the educational situation it had to be organised on a nation-wide scale.

(ii) Conditions in the country are so varied and mobilisation of community effort has to be so rooted in the local situation that no uniform approach can be recommended for adoption throughout the country.

(iii) Public cooperation hitherto has been of a sporadic and *ad hoc* character. In order to make it steady and continuous it has to be

institutionalised. To retain its spontaneity these institutions have to be as close to the people as possible. Such institutions are provided by the Panchayati Raj.

(iv) The Seminar realised that the growth of Panchayati Raj institutions will be gradual and, at stages, difficult. Therefore, while the major responsibility of enlisting public support for education has inevitably to fall on these institutions to the extent of their capacity, the role of voluntary and *ad hoc* support continues to be as important as before. An Education Fund may be created for every institution or a group of institutions for attracting and absorbing *ad hoc* donations and endowments in terms of cash, kind or labour.

(v) In order to make the best of the local support coming forth, it is essential that government and local bodies give it all the technical guidance that the people may require free of charge.

(vi) There should be the closest cooperation between voluntary bodies and Panchayati Raj institutions. While the initiative of development programmes should remain with the Panchayati Raj institutions, they should be able to draw upon the experience and expertise of voluntary organisations.

(vii) The mobilisation of local support, above all, requires devoted leadership to inspire confidence in people. The degree of public support secured will depend largely upon the quality of leadership provided jointly by the officers of the Education Departments, Panchayati Raj bodies and the teachers.

(viii) There are many programmes of helping the cause of education—like persuading parents to send their girls to school, adults to join literacy classes, etc.—which do not impose any financial burden on the community. Only the more progressive section has to educate the others to shed their prejudices and ignorance.

(ix) Public cooperation for education is a two way process. Educational institutions have to do their part in educating the people so that their capacity and willingness to help are fully built up. All educational institutions, therefore, have to take up adult education as an important programme in their own interest.

(x) To enable the school to play an effective role in the life of the community, it has to be much better equipped than at present. Its teachers must be provided quarters in the village itself. This is, perhaps, the most important single factor determining the effectiveness of the school in doing community work. It should also have classrooms, playgrounds and school farms. These needs of the school ought to be kept in view when consolidating holdings and setting up new colonies.

(xi) The effectiveness of public cooperation can be multiplied by giving to the school productive assets like land, bullocks, craft workshop, etc. which the schools can utilise for generating recurring income. This will have the additional advantage of building up the self-reliance of the school community.

(xii) An area of special concern is the education of girls and the wide disparity between their enrolment and those of boys. Two major difficulties in the way are the dearth of women teachers and girls having to

look after their younger brothers and sisters. Through public cooperation both these problems can be partly solved by the local communities putting up quarters for women teachers and helping to run creches where the little children can be kept while their sisters attend school. Another difficulty is the lack of sufficient awareness among the parents of the importance of the education of their daughters. Here again the Panchayats can help.

(xiii) In the field of adult literacy while the educational institutions should provide the teachers, the other requirements like kerosene oil, black-boards, etc. for literacy classes have to be provided by the local community. Panchayats have also to persuade adults to attend literacy classes. Public cooperation adequately supporting State effort can considerably help the large-scale organisation of literacy classes in the country which is urgently required for the success of Panchayati Raj institutions and the economic development of the country.

(xiv) Public leaders and social workers should persuade charitable trusts to earmark an increasing proportion of their funds for mass education, especially in the rural areas. The work is hard but rewarding. It is especially difficult in the case of trusts originally created for religious or communal purposes. With the progressive realisation of the socialistic pattern of society and the abolition of privileged classes trusts established by families and individuals will be fewer and fewer in the future. Trusts established by the small contributions of a large number of donors, however, have a future and it is to them that our attention will need to be mostly directed.

(xv) The assistance of artists should be made use of in organising cultural shows for collecting funds for elementary and social education.

(xvi) The present Seminar is not an end but the beginning of the study of the question of mobilising public support. It has thrown up a number of problems on which data and experience at the present moment are very limited. These problems will be studied further and discussed in future seminars.

## VII. REPORT ON VISITS TO SCHOOLS

On 20th August, 1962 the delegates to the Seminar were taken round to visit midday meal centres in the city and primary schools in the mofussil and see the actual working of the Midday Meal Scheme and the implementation of the School Improvement Scheme.

The delegates were taken in two batches for this purpose. They started the day's programme with a visit to one of the four midday meal kitchens of the Madras Corporation. The Corporation is running a Midday Meal Scheme from its own resources covering 301 schools and about 30,000 children.

They also visited schools in the Saidapet, Sriperambadur and Kancheepuram taluks of the Chingleput District. Both the batches visited the following schools :

### 1. *Cantonment Board Elementary School, St. Thomas Mount*

The delegates saw the arrangements made to feed 200 pupils. The kitchen, store room and the garden, the produce of which is used for midday meals, were inspected. The various registers maintained under Midday Meal Scheme were seen and also the list of donations. The Committee were surprised to find that there were small donors paying a few annas every month and also donors and firms paying amounts ranging from Rs. 100 to Rs. 500.

### 2. *Hindu Religious Senior Basic School and Orphanage, Walajabad*

This is one of the biggest Senior Basic Schools in the area to which is attached an orphanage with 850 inmates. The school and orphanage were founded by Sri Masilamani Mudaliar who received the delegates and entertained them to launch. After launch, the delegates were entertained by the pupils of the institution and addresses of welcome were presented to the delegates.

The delegates saw the feeding in the orphanage and the midday meals served to day scholars.

One of the groups visited the following schools in addition to the above.

### 1. *Melacheri Aided School*

This is a Teacher-managed aided school with a strength of 341 students of whom 250 are given free midday meals. The feeding arrangements were inspected. The delegates also saw the various articles donated by the public under the School Improvement Scheme to the tune of Rs. 4,000 including the following :

			Rs.
Sheds for classes	..	..	1,886.00
Play materials	..	..	151.00
Furniture	..	..	226.00
Tools for Carpentry	..	..	75.00

2. *Karisangal Panchayat Union Elementary School*

50 out of 102 pupils were fed in this school. A pucca building worth Rs. 8,000 has been donated by the public. 27 cents of land worth Rs. 4,000 has been donated for midday meals and another 80 cents for playground.

3. *Ekanampet*

Out of 362 pupils 90 were fed under the Midday Meal Scheme. The villagers have put up sheds worth Rs. 7,000 and supplies equipment worth Rs. 2,300. The delegates noticed with pleasure that on the day of the visit, sweets and other eatables had been sent to the school children by a marriage party.

The other batch visited the following schools :

1. *C.S.I. Higher Elementary School, Sriperambadur*

Besides the midday meals arrangement the delegates saw the building worth Rs. 6,000 built by the public. The masonry compound wall had also been erected by the public. The building had since been electrified too by the community.

2. *C.S.I. Higher Elementary School, Big Kancheepuram*

The midday meals arrangements for 100 children were seen. The midday meal is prepared in a common kitchen by the Committee and sent to various schools in aluminium tiffin carriers every day. The Chairman of the Midday Meal Committee is a prominent M.L.C. of the opposition party. The school has been electrified by the School Improvement Committee and a midday meal shed worth Rs. 250 has been erected.

3 *Panchayat Union Higher Elementary School, Ayyampet*

75 pupils were fed in this school. The kitchen and the store room were inspected. The delegates saw a stock of fire-wood donated by the people. The value of donations for school improvement exceeded Rs. 14,000—a building worth Rs. 8,200 and equipment and appliances worth Rs 4,500 including a radio-set for the children.

4 *Panchayat Union Elementary School, Keeranallur*

This school was visited by only three delegates as it was inaccessible except by jeep. This is a small village but all the 78 boys and 58 girls of school-age have been enrolled. 100 pupils are fed every day and the villagers are enthusiastic about the Scheme. The villagers have donated three sheds worth Rs. 1,500. They have a scheme for putting up a pucca building for Rs. 16,700 and already they have raised contributions to the extent of Rs. 2,000. More than 60 per cent of the children have been provided with uniforms.

### VIII. REPORT ON VISIT TO THE SCHOOL IMPROVEMENT CONFERENCE AT GUDIYATHAM

On 21st August 1962, the delegates were taken to Gudiyatham, 105 miles away from Madras, to see the School Improvement Conference. Quite a number of delegates were frightened by the long journey to and fro and dropped off at the last moment. So only 29 delegates left for Gudiyatham by special bus at 9.30 in the morning. They arrived at Gudiyatham at about 1.30 p.m. The President of the School Improvement Committee, Sri K. M. Govindarajan, received the delegates on arrival and entertained them to lunch. After a brief rest, they were taken to the Conference. They were struck with wonder at the huge pandal specially erected for the purpose in the premises of the Municipal High School, the enormous crowd of teachers and people who had assembled for the Conference and most of all by the impressive array of vast quantities of the people's gifts on display on long galleries erected for the purpose. Some of the gifts on exhibition were; cooking vessels for preparing midday meals, eating plates and tumblers, drinking water vessels, globes, clocks, radios, maps and charts, uniforms for school children, sewing machines, classroom furniture like sitting planks, benches, tables, cupboards, buckets and garden implements and, most important of all books for school libraries. These gifts were donated by the local people for the benefit of 210 schools in the Gudiyatham Range. The total value of these gifts assembled at the Conference was over two lakhs of rupees. Of course these did not represent all the improvement schemes undertaken or completed by the community. New school buildings had been built, many school houses had been repaired or white washed and sanitary conveniences had been provided. The total value of the schemes undertaken by the community was Rs. 9,62,000 and the value of schemes completed was Rs. 5,64,000.

The delegates had just taken a look at the display of the gifts when heavy rains started and upset all the arrangements. However, it was a marvel to see the vast audience standing on their feet in the wet waiting for the arrival of Sri M. Bhaktavatsalam, Minister for Education, Madras and President of the Conference. The Minister arrived in pouring rain. The proceedings of the Conference started with prayer. Sri K. M. Govindarajan, President of the School Improvement Committee, welcomed the Minister, the delegates and the public. Sri S. V. Chittibabu, Divisional Inspector of Schools, Coimbatore Division read a report on the Conference. The Minister then delivered his presidential address appreciating the generosity of the local community for having contributed so liberally to the improvement of the schools. Next, cash donations made by the people of the villages for the Midday Meals Scheme were presented to the Minister by the thirteen Secretaries of the Teachers' Association Centres. The amounts ranged from Rs. 700 to Rs. 2,600. These amounts were handed back to the respective Secretaries to be deposited in the Savings Bank account of the Midday Meal Centres concerned. This was followed by a speech by Sri N. D. Sundaravivelu, Director of Public Instruction, Madras, who extolled the unflagging enthusiasm of the teachers who were mainly instrumental in organising the Conference and stimulating the munificent contributions of the people. Several representatives of the delegates also spoke and expressed their appreciation of the tremendous effort of the

community and the Department in organising such School Improvement Conferences. All of them expressed their great surprise at the patience of the audience who had stood in the wet for three long hours in spite of the heavy rains. It was a clear indication to them of the tremendous interest which the people of Madras were taking in the education of their children and in the improvement of their schools.

Sri K. Mohanarangam, District Education Officer, North Arcot at Vellore proposed a vote of thanks. The Conference ended with the singing of the National Anthem.

An hour later, the delegates had early supper in the company of the Minister for Education and left at about half past seven on their journey back to Madras.

The arrangements made for the reception of the delegates were excellent and the credit for it goes to Sri K. M. Govindarajan, President of the School Improvement Committee. His only regret was that not all the delegates had visited the Conference as he had expected and made arrangements for.

There is no doubt that what they had seen at Gudiyatham made a great impression upon the delegates. One has actually to see a School Improvement Conference to know what it means and how it is organised as no amount of description, oral or written, can convey an adequate idea of the enthusiasm and the organisation behind it.

Many of the delegates later saw at Madras the School Survey Register which showed the manner in which the needs of every school are assessed before approaching the local community for their voluntary contributions. It is important to note that the people's donations take the form of the equipment needed by the schools and rarely in the form of cash. Cash contributions are usually made to the Midday Meals Funds of Schools.

## IX. SUMMARY OF THE RECOMMENDATIONS

### GROUP I : COMMUNITY SUPPORT FOR SCHOOLS

#### *Land for School Buildings and Playgrounds*

1. While certain norms have been laid down for the size of land required for school purposes including school buildings, the States could adopt them according to their own requirements. (*para 1*).

2. Education Development Fund may be created to which contributions in the form of cash, kind and labour may be obtained from people. This fund could be utilised for acquiring land and for construction of school buildings wherever necessary and resources of the education fund should also be utilised for meeting expenditure on midday meals, provision of free books and stationery and free clothing and organisation of enrolment drives. (*para 2-iv*).

3. Land could be obtained through donations from individuals, trusts and endowments and by setting apart land at the time of consolidation of holdings. (*para 2-i-iii*).

4. In rural areas the work of collection of donations in the form of cash, kind and labour may be entrusted to the Education Committees of Panchayat, Panchayat Samitis or Zila Parishad or *ad hoc* committees, as the case may be, and in other areas parents associations may be formed to undertake this work. (*para 2-viii*).

5. In urban areas the land owned by Government or Municipality should not be sold without consulting the Education Department. Where there is dearth of playgrounds in urban areas, available open areas or playgrounds may be pooled together and made available to as many schools in that area as possible. In view of the future rapid expansion of townships and growth of new towns the master plans of such areas should provide sufficient land for educational needs of that area. (*para 2-ix-xii*).

#### *School Buildings*

6. In order to encourage public participation individual donors should be permitted to name rooms, blocks or even schools depending on the amount donated. (*para 4*).

7. The provident fund amounts of teachers may be utilised for advancing loans to local bodies for construction of school buildings. (*para 5*).

8. The advice of the extension officers (engineering) and of local bodies engineers and the P.W.D. engineers should be available not only to the Panchayat Samitis and Zila Parishads but also to the aided management institutions regarding construction of buildings and major repairs without additional charges. (*para 6*).

9. To facilitate the cases of donations for building purposes, easy methods of executing deeds may be devised. (*para 7*).

10. The State Governments should prepare designs for various types and sizes for schools and circulate them so that the need for technical advice and guidance is minimized. (*para 8*).

*Equipment and teaching aids for the schools*

11. In addition to the aid given by the State Governments as contingencies, as per existing practice, the maintenance, repair and replacement of equipment and teaching aids should be the responsibility of the school committees helped by the local community. (*para 11*).

12. As far as possible, local purchase of equipment for elementary schools should be made permissible. (*para 13*).

13. Through the organisation of school improvement conference, as is being done in Madras, equipments and teaching aids may be collected from local community. (*para 12*).

## GROUP II : COMMUNITY SUPPORT FOR CHILDREN

*Organisation of the enrolment drives*

14. The assigning of definite duties to the Gram Sevakas and Mukhi Sevakas in respect of enrolment drives programme would go a long way in eliminating the disparity in the enrolment between boys and girls. (*para 2-ii*).

15. The hours of work in the primary schools should be adjusted to suit the local requirements. The seasonal factors should also be taken into account and the school time-table adjusted accordingly. (*para 2-vii*).

*Maintenance of regularity in attendance*

16. School committees should provide the most pressing legitimate amenities which could be helpful in ensuring regular attendance of pupils. This Committee should review every month the cases of late attendance or non-attendance of pupils and find out the reasons for the same. (*para 3-i*).

17. The Community should institute suitable prizes for being awarded to such children as are outstanding in the matter of daily attendance. (*para 3-iii*).

18. The teachers who are helpful in ensuring regular attendance should be specially commended. (*para 3-iii*).

19. The committee should also be able to periodically check up the school registers in order to see that the entries are free from any inaccuracies. (*para 3-iv*).

20. The local community should be persuaded to provide some sort of residential accommodation for teachers, where neither residential quarters nor rented houses are available, so that there is less tendency for the teachers to be away from the schools. (*para 3-vi*).

*Organisation of craft teaching*

21. Local craftsmen should be approached by the local community to provide technical skill involved in the age-old ancestral as well as modern crafts to pupils and teachers on a part-time basis. The expenditure involved, if any, in giving small honoraria to these craftsmen should be met by the local community. Pupils and teachers of the school should be allowed to visit the workshops and fields of the local craftsmen and agriculturists and these could serve the purpose of craft laboratories. (*para 6-ii*).

*Organisation of co-curricular activities*

22. The village community should approach the physical education instructors in the nearest high schools for giving guidance in regard to the organisation of out-door camps and physical activities in elementary schools. Funds should also be provided by the community for the organisation of competitions for a group of villages. The local community should assist the schools in organising shramdan, cleanliness drive, village festivals, holidays, anniversaries of national leaders and heroes. (*para 7-i*).

*Provision of free books and stationery*

23. The school committees should contribute towards the cost of purchasing books and stationery for the poorest and the most needy children and for this a special fund should be created. (*para 8-i*).

24. With a view to prolonging the life of books, text-books for Classes I—V should be kept in the school and given to the students for study every day in the school. (*para 8-iii*).

*Midday meals*

25. A plot of land, wherever possible, may be donated by the community to the school which should be developed with the active participation of the students and the teachers for growing fruits and vegetables. The produce should invariably be utilised for providing midday meals instead of being sold in the market. (*para 11-iv*).

26. To begin with midday meals, should be provided to the poorest and the most needy children and provision of midday meals on a cent per cent basis should be attempted only in those areas where it is possible. (*para 11-ii*).

27. At the district, block and village level the Functional Education Committees should be responsible for finances and administration of the programme. (*para 11-i*).

28. The contribution received in cash or kind from the people for midday meals and other allied items in the school improvement programme should be exempted from the usual income-tax. (*para 11-ix*).

29. Planned and intensive campaigns for collection of grains at the time of harvest must be organised and these should be the major sources of raising funds for the purpose. (*para 11-xi*).

*School Health Service*

30. The school committees should provide such commonest amenities as soap, combs, wash basins and towels for use by school children and special efforts must be made by the School Committees to ensure supply of pure drinking water for the school. In girls' schools the Mahila Mandals and Gram Sevikas should be associated with the organisation of cleanliness drives. (*para 12-v, vi and viii*).

*Uniforms*

31. The State Governments should approach textile industries and chambers of commerce for either donating cloth or selling cloth on concessional rates for the purpose of providing uniforms to school children and,

wherever possible, the school committees should try to provide uniforms to the poor children out of their own funds. (*para 13-i, iv*).

### GROUP III : COMMUNITY SUPPORT FOR SOCIAL EDUCATION

#### *Organisation of literacy and post-literacy classes*

32. About 50 per cent of the funds for the eradication of illiteracy should be contributed by the local community, *i.e.*, the Panchayats, Panchayat Samitis, Municipalities etc. through taxes and voluntary contributions and remaining 50 per cent should come from governmental sources *i.e.*, from the C.D. and the block budget, the Education Department etc. (*para 2*).

33. The Panchayats should provide adults willing to learn and study in Adult Education Centres for a sufficiently long period to attain functional literacy. (*para 4*).

34. For a limited programme it should be possible to make payment of an honorarium of not less than Rs. 10 per month for a period of 12 months to the teachers for taking literacy classes. This period will also include both the first stage of literacy and further guidance and instruction to the neo-literates for about 7 to 8 months. Even for a limited programme, 15 centres for men and 10 for women should be the minimum for each Panchayat Samiti. (*para 5*).

35. About 50 per cent of the funds for social education in the schematic budget of the block should be earmarked for adult literacy. (*para 6*)

#### *Teacher training institutions and literacy*

36. The teacher-training institutions should take up a few neighbouring villages for total eradication of illiteracy spread over several years and adult psychology and methodology of teaching adults should form part of the syllabus of training institutions for teachers. (*para 9*).

37. The secondary schools at the request from the Director of Public Instruction, should run at least one model adult education literacy centre on an honorary basis. (*para 9*).

#### *Gram Shikshan Mohim*

38. Literacy campaigns on the pattern of Gram Shikshan Mohim should be undertaken in limited areas by other States as an experimental measure. (*para 11*).

#### *Organisation of libraries and reading rooms*

39. The network of libraries and reading rooms from the village level right up to the State level more or less on the pattern recommended by the Advisory Committee for Libraries, should be organised. (*para 13*).

40. It should be the responsibility of the Panchayats to provide suitable accommodation for these libraries and reading rooms. The library-cum-reading rooms should be in charge of a local teacher, member of the youth club or a student of the senior class, or any other suitable educated person who is willing to work in an honorary capacity. (*para 14-i, ii*).

41. The library at the Panchayat Samiti (Block) level should have a mobile wing for the benefit of panchayat libraries. The Panchayat Samiti should engage a part-time librarian on payment. (*para 15-i, iii*).

42. The State Governments should be persuaded to pass legislation ordering Panchayat Samitis to levy library cess, where public opinion is in favour of it. (*para 17*).

*Organisation of village school as a community centre*

43. The village school should organise such functions as literacy campaigns, literacy classes, post-literacy work, organisation of various Mandals, recreation and cultural activities, social service activities, group discussions and provide general information about important programmes of community development. The school should provide conveniences such as accommodation, equipment and other facilities for organising the various functions and conducting classes etc. The instructional programme of the school should be suited to the community needs. (*para 18*).

GROUP IV : ORGANISATIONAL ASPECTS OF COMMUNITY SUPPORT

*Educational development and need for public co-operation*

44. The education of public opinion towards the need for the extension of schooling facilities and organisation of enrolment drives especially in backward areas and among backward classes and of girls should be built into the field of activities of various bodies like Panchayats, Panchayat Samitis and Zila Parishads which are close enough to the people so that these functions are discharged regularly and without any interruption. (*para 2*).

*Role of Panchayats, Panchayat Samitis and their functional committees*

45. The teacher should not be made solely responsible for mobilising community effort as this would affect their normal work of teaching and, therefore, Panchayat Raj institutions through their functional committees, where the Head-teachers would be represented, should largely discharge these responsibilities. (*para 5*).

46. The distribution of functions of various bodies as set out in various Panchayati Raj Acts and the administrative orders issued by various State Governments, spelling out in details the division of organisational responsibility, should be studied after obtaining necessary information. The work of the various Panchayati Raj Institutions may be evaluated after some time when sufficient experience has been gathered and the results of this evaluation should be made available to all the State Governments. (*para 6*).

47. The Panchayati Raj bodies are in a better position to raise resources towards financing midday meals, school equipment, school uniforms, school buildings and the rest of the expenditure may be borne by the Government. (*para 8*).

48. Necessary material may be collected from the States about the pattern of financing of educational programmes under the new set-up and its adequacy or otherwise in the light of the responsibilities entrusted to the Panchayati Raj bodies. This problem should be further studied. (*para 8*).

*Place and role of ad hoc bodies*

49. Coordination between the efforts of the voluntary organisations, States and the State agencies at all levels could be brought about by co-opting the representatives of these bodies with the deliberations of the various functional committees and it may not be necessary to co-opt statutory members of voluntary organisations in the standing committees but special invitations could be extended to them to attend the meetings. (*para 9*).

*Charity trusts and education programmes*

50. Since significant results have been obtained in individual cases where the trustees and beneficiaries of trusts have agreed to the earmarking of the funds for educational programmes, the social workers and the local leaders have to impress on these trusts to earmark increasingly more funds from orthodox objectives of charity to the needs of education. (*para 11*).

51. The procedures adopted by the provincial welfare funds in Madras and Andhra and similar attempts which have been made in Kerala and other States regarding the possibilities of raising funds by organising entertainment programmes in the urban centres and earmarking the proceeds of such programmes for the rural areas should be explored. (*para 11*).

*Role of block staff and education staff*

52. Since it was necessary for a single functionary to look after all the managerial aspects of primary education as well as technical and academic aspects of the work the responsibility for technical guidance, management and academic inspection should vest only in the Education Department. Similarly the agency which has the responsibility for advising and guiding institutions in respect of the quality of education should also have the responsibility of advising on the development of all phases of education. At the block level the management as well as the inspection functions should be combined and exercised by a common functionary who should be responsible to the Samiti for management aspects and to the Education Department for technical and inspectorate functions. (*para 14*).

53. The Education Department should be overall in charge of the operations of various education programmes through the Panchayati Raj bodies (*para 15*).

54. Social Education programmes should be separately handled but should be in close coordination with the Education Department on the one hand and the school teacher on the other. (*para 16*).