

# ADULT EDUCATION COMMITTEE REPORT

## BOMBAY



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## PREFACE.

1. By Resolution No: 6473 of the Government of Bombay, Educational Department, dated 26th January 1938, the Government of Bombay were pleased to appoint the following Committee to advise Government on the question of Adult Education :—

- (1) Dr. Clifford Manshardt, A.M., D.B., Ph.D., D.D.,  
Director, The Sir Dorabji Tata Graduate School  
of Social Work, Bombay—*Chairman*.
- (2) Mr. K. B. Deshmukh, B.A., LL.B., M.L.A.,  
Ahmednagar.
- (3) Miss Amy Rustomji, Inspectress of Girls' Schools,  
Bombay and Northern Division.
- (4) Mr. V. N. Chandavarkar, Bar-at-Law—representa-  
tive of the Bombay Millowners' Association.
- (5) Mr. Narottam P. M. Hatheesing—representative of  
the Ahmedabad Millowners' Association.
- (6) Mr. S. M. Basrur, Deputy Agent (Staff)—representa-  
tive of the G. I. P. Railway.
- (7) Captain E. J. Austen, Staff Officer—representative  
of the B. B. & C. I. Railway.
- (8) Mr. R. V. Parulekar, Secretary, Schools Committee,  
Bombay Municipality.
- (9) Mr. S. R. Bhagwat, Organiser, Rural Reconstruction  
Association, Poona.
- (10) Mr. Gijubhai Badheka of Daxinamurti Balmandir,  
Bhavnagar.
- (11) Miss Godavari Gokhale, B.A., LL.B., Servants of  
India Society, Bombay.
- (12) Mrs. Yamunabai Hirlekar, M.A., Bombay.
- (13) Mr. Vaman Vasudeo Atitkar, B.A., Registrar,  
Tilak Maharashtra Vidyapeeth, Poona.
- (14) Mr. N. S. Kajrolkar, Member, Backward Class  
Board, Bombay.
- (15) Shaikh Muhammad Abdulgafur, Headmaster,  
Urdu School, Sangli.
- (16) Professor R. Choksi, Wilson College, Bombay,  
who will also be Secretary of the Committee.

By a subsequent resolution, dated 4th February 1938, Government were pleased to appoint Mr. B. S. Dabke, representative of the Bombay Millowners' Association, vice Mr. V. N. Chandavarkar, resigned.

By a further Resolution, dated 8th February 1938, Government were pleased to appoint Mrs. Hamid Ali as an additional member of the Adult Education Committee.

2. The Terms of Reference were as follows:—

1. What should be the place of Adult Education in the general system of education in a country like India where literacy is very low?
2. Please state the different types of Adult Education. What should be the duties of Government in promoting the different types?
3. How should employers of labour in mills, factories, etc., be required to help Government in promoting literacy among their employees? Would it be profitable for the management of mills in Bombay, Ahmedabad, Sholapur, etc., and for Railway Workshop managements to promote adult education among their employees on the lines followed by the Paper Mills of Mundhwa (Poona)?
4. Agencies to conduct and supervise adult education. How far should Government avail themselves of the services of the School Boards and their educational staffs for adult education? Should Adult Education be one of the compulsory duties of School Boards?
5. Please state whether cheap books and literature for adult Schools as well as for "continuation" work are already available and, if so, please give a list of such books. If these books are not available then the Committee should make suggestions as to how they can be provided.
6. Village Libraries for adults. Their organisation, maintenance and financing.
7. Place of the Magic Lantern, the Cinema and the Radio in Adult Education. How far is it possible to reorganise the present department of Visual Instruction to enable it to take up the work?
8. Women's Adult Education—its nature and organisation.

9. The Committee should make recommendations regarding the basis on which grants-in-aid for adult education should be made.
10. Certificates for literacy attainments.

By a subsequent resolution dated 3rd February 1938 Government were pleased to direct that No. 7 of the Terms of Reference should be amended as follows :

“7. Place of the Magic Lantern, the Cinema and the Radio in Education. How far is it possible to reorganise the present Department of Visual Instruction to enable it to play a more effective part than at present in the education of the adult as well as the child, in the institutions intended for the former as well as in primary and secondary schools.”

2. The Committee was empowered to co-opt additional members, but did not do so.

The Committee was required to submit its report within two months of its first meeting.

4. *The Work of the Committee.*—The Committee held four sessions—

- (a) At the first meeting on the 12th February 1938 two questionnaires, A and B, were framed. These appeared in the press and were sent to individuals and associations known to be interested in Adult Education.
- (b) At the second session on the 5th and 6th March 1938 the ten Terms of Reference were considered in some detail. It was remitted to the Chairman to prepare statements, as a basis for discussion, on Nos. 1, 2 and 4 of the Terms of Reference. It was remitted to a member of the Committee to prepare a note, as a basis for discussion, on No. 7 of the Terms of Reference.

Three sub-committees were appointed—

- (1) To report on No. 3.
  - (2) To report on Nos. 5, 6, 9 and 10.
  - (3) To report on No. 8.
- (c) At the third prolonged session from the 20th to 24th March 1938 the statements submitted by the Chairman on Nos. 1, 2 and 4 and the note on

No. 7 were discussed in full. Similarly, the reports of the three sub-committees were considered in detail. Several items were revised and reconsidered.

- (d) At the fourth and final meeting on Sunday the 10th April the report, as drafted by the Chairman, was considered in detail and was finally approved and signed.

Two minutes of dissent are attached to the report.

No. (1) signed by Messrs. Dabke, Hutheesing, Basrur and Austen in connection with Term of Reference No. 3.

No. (2) signed by Mrs. Yamunabai Hirlekar in connection with Term of Reference No. 7.

Mr. Gijubhai Badheka, a member of the Committee, was prevented by ill-health from attending any of the meetings of the Committee. He has been in touch, however, with the work of the Committee, and has approved and signed the final report.

5. Besides the two questionnaires which were widely circulated, a number of letters of inquiry were addressed to factory owners and other large-scale employers, district collectors, school boards and private educational agencies.

In reply to Questionnaire A, which referred to the Adult Education work being done in the province, 34 replies were received. A short statement on the extent of work being done in the province appears in Appendix III. In reply to Questionnaire B, which dealt with the main points of the Terms of Reference, 31 replies were received. A list of those who replied to one or both questionnaires forms part of Appendix IV.

Besides these replies many individuals and institutions submitted valuable memoranda and notes on different aspects of the Adult Education problem. In order to facilitate the work of the Committee, copies of several of these memoranda and replies to Questionnaires were circulated to all members of the Committee. Thus members were enabled to consider the evidence submitted prior to discussion at the meetings. The Committee records its appreciation of the ready response to its inquiries and its gratitude to the individuals and institutions who helped the Committee in its work. [Complete list in Appendix IV.]

## CHAPTER I.

### Introductory Note.

In this introduction, and in fact throughout the whole Report, it is our desire to be brief. We are endeavouring, on the basis of the ten terms of reference, to present to Government a clear picture of the scope of Adult Education, the practice of Adult Education, and the function of the State in Adult Education.

We do not propose to discuss the general concept of Adult Education, beyond our discussion of "types" in Chapter III. We mean by "Adult" (in its relation to Adult Education) all those above the age of 14, whose formal education either has not started or has ended; and by "Adult Education" we mean (1) the education of the illiterate at all stages; and (2) the further education of literates at any stage and in any direction. The latter type of education may be life-long and is not primarily directed to material ends. We are dividing Adult Education work into two parts; (1) that which centres round literacy, including the preparatory ground-work and the subsequent follow-up work, both in rural and urban areas; and (2) Adult Education as it is commonly understood in the West—that education which the adult seeks for himself or herself in the civilized community for supplementing an imperfect education and for extending and enriching the possibilities of life. Because of the peculiar conditions prevailing in India, we are not stressing the second type of Adult Education.

We are aware that in keeping to bare essentials we may disappoint some expectations, but as a Committee we have not been able to escape the urgency of the adult illiteracy problem. Throughout the Report we emphasize the paramount importance *for the present* of literacy and the rural problem. We further stress the importance of the voluntary principle in Adult Education; and, finally, maintain that the primary responsibility for the spread of adult literacy rests with the State.

## CHAPTER II.

## The Indian Situation.

The Place of Adult Education in the General System of Education in a Country like India where the Percentage of Literacy is very Low. [Term of Reference No. 1.]

The importance of Adult Education for India is a subject which requires very little argument. The 1931 Census reveals that only 25 millions of India's 350 millions can read and write. Of the 270 millions in British India, only about 23 millions can be classed as literate. Coming nearer home, in the Bombay Presidency (including Bombay States and Agencies) we find that of the total population of 26,271,784 only 2,269,459 or 8·6 per cent. were returned as literate in 1931. But 14·3 per cent. of the males and 2·4 per cent. of the females are said to be able to perform the elementary functions of being able to read and write a letter. And dark as this picture is, the Census Officer expresses the opinion that it errs on the side of leniency. If the Census Standard of Literacy, viz., the ability to write a letter to a friend and read a reply, were replaced by a Standard of Effective Literacy "which would extend to the regular reading of books and newspapers, the writing of personal correspondence, and the keeping of simple accounts.....the proportion of literacy would fall enormously in all but half a dozen of the castes in the Presidency." (*Census of India 1931, Bombay Presidency*, p. 288.)

When the comparative figures of literacy per mille amongst males and females are considered for all ages over 5, the results are :—

		Males.	Females.
Bombay Presidency	...	167	29
British Districts	...	176	31
Bombay States	...	122	15
Bombay City	...	314	173
Gujarat	...	254	46
Konkan	...	171	27
Deccan	...	161	20

(*ibid.*, p. 289).

The Quinquennial Report on Public Instruction, 1932-1937, states that "of the population of 9,275,164, persons over 19 years of age in this province, 8,052,072 or 86·8 per cent. are illiterate—the percentage of illiterate men and women being 77·8 and 96·8 respectively."

There are various reasons for this state of affairs, but certainly one of the most important contributing factors is the failure of primary education. Hundreds of thousands of children who have been "exposed" to education have never attained literacy. Here again various factors enter into the situation of which by no means the least important is the failure of parents to take an interest in the education of their children. Although the percentage of children of school-going age to the total population is calculated at 14, only 4·1 per cent. of the population of British India are

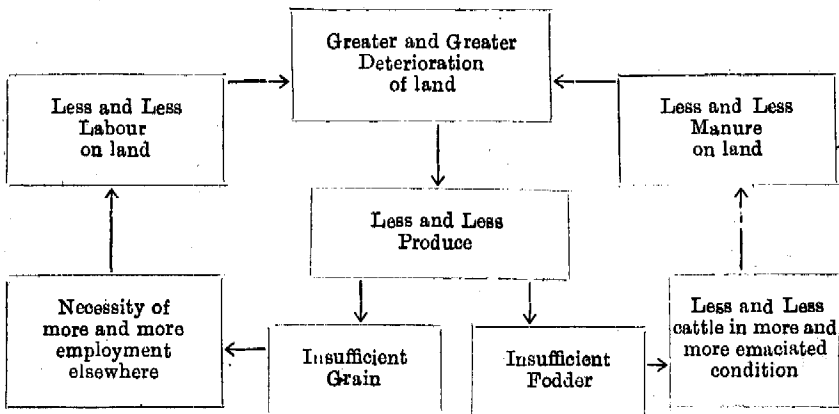


actually schooling. If a campaign of Adult Education did little more than overcome the apathy and indifference of the parents and secure their co-operation in the education of the young, it could not be said to have been wholly in vain.

Speaking in Calcutta in December, 1937, Sir Nilratan Sircar declared: "We cannot live as a people in this modern world unless we can educate our millions." He was speaking primarily from a political point of view, recognizing the danger of a large, illiterate electorate. Over twenty years ago Mr. Montagu and Lord Chelmsford emphasized that "progress must depend on the growth of the electorates and the intelligent exercise of their powers," and expressed as their opinion that "men will become immensely helped to become competent electors by acquiring such education as will enable them to judge of candidates for their votes and of the business done in the Councils". The Lothian Committee also pointed out the dangers of an illiterate electorate. The Royal Commission on Agriculture presented as its considered opinion "that illiteracy presents the most formidable single obstacle to rural development in the widest sense". While the Royal Commission on Labour stated that to "Banish illiteracy" was the surest method of accelerating not only industrial development, but political development and agricultural development as well. All this evidence is weighty but it only reiterates a conclusion which every thinking man must have arrived at for himself—, "That the full development of India into nationhood, is dependent upon the progress of literacy."

This being the case, the enthusiast might well say, "Why delay any longer? Let us start a province-wide system of adult schools at once. Let us immediately, and by compulsion, teach every individual to read and write."

These are bold words, but the situation is not so simple. Since 80 per cent. of our population reside in the villages, we must take time to consider the condition of the villages. It is not our function here to assign causes, but it appears to us that in the villages there is deterioration rather than advance. There seems to be in operation a vicious circle, which may be pictured somewhat as follows:—



The villagers do not seem able to break through this circle, and hence there is in the village a general atmosphere of dejection and apathy. It is this attitude of mind which accounts in a large measure for the weakness of village panchayats, co-operative societies, primary schools and night classes. We may pass laws of compulsion, send thousands of unemployed youth to the villages as teachers, and spend lacs of rupees in furthering a programme of adult literacy, but all our efforts will fail from the point of view of helping the villager to stand on his own legs, unless we take into account his present situation.

This opinion of the Committee is confirmed by Bulletin No. 2 of the Reserve Bank's Agricultural Credit Department which points out that rural India has been going down hill during the last fifty years, due to the economic disabilities of the farmer, such as, "the minute, scattered and uneconomic nature of his holdings; his primitive methods of cultivation and poor outturn of crop; the ruinous rate of interest which he has to pay for loans; the exactions and frauds committed at every stage so that he is deprived of even the small return for his labour which he might otherwise have obtained; his illiteracy, ignorance and lack of organization which make him an easy prey for exploitation all round; the strain on his resources owing to the frequent replacement of stock necessitated by high cattle mortality; absence of sanitation and medical relief, and his own poor nutrition leading to wastage of human material ..... Village factions and disputes tend further to disunite the people and make constructive work difficult. People do not come forward to shoulder responsibility. Everybody's work has become nobody's work."

The Bulletin sums up its argument by saying: "It cannot be too often repeated that there is no short cut to the solution of the rural problem. It is a laborious and uphill task. There is, all the same, no reason to lose heart; and a clear realisation of the goal, and steady efforts to attain it, must ultimately bring it within reach."

Under the present conditions, the immediate opening of night classes and conducting schools is not the proper way of starting the attack upon illiteracy. Isolated classes may flourish, but if we are looking for permanent results there must be preparation of the soil before the seed can be expected to grow into a healthy plant. We feel that we should stress this point, for there are numerous well-meaning people who seem to be under the impression that opening night classes and schools, teaching reading, writing, and arithmetic, arranging a few lectures and magic lantern and cinema shows, constitute the first steps in a scheme of Adult Education.

In our opinion, the first step in a programme of Adult Education as it affects the villager is to endeavour to help the villager to overcome his dejection and apathy and to find an interest in life. The second stage is to lead the villager actually to experience the resources available in his natural environment, so that he may provide himself with the amenities of life and be able to protect himself against calamities.

These two steps may require a short period of years, but the time is not wasted, if the mind-set of the people is actually changed. Given a proper preparation of the soil, the actual liquidation of illiteracy becomes a relatively simple problem—whereas decades may be wasted with little accomplished if these preliminary steps are not taken.

It will be seen from the above survey that the rural problem dominates the Indian situation. We are not, however, losing sight of urban industrial conditions. In urban areas the preparation of the soil is a simpler task. This problem will be dealt with in Chapter V and in its proper place in Chapter VI.

Adult Education, as we envisage it, has four aspects :—

(1) to enable adults to make successful efforts, individually and collectively, to improve their resources and amenities of life, and to protect themselves and their community from exploitation and disintegration.

(2) to enable adults to adjust their minds to new problems.

(3) to make good deficiencies in education—in particular, the attainment of literacy.

(4) to train both for leadership and for participation in the common life.

Adult Education will thus be seen to have a very prominent place in any programme looking forward to building up and organizing a strong and efficient democracy.

And in speaking of democracy, we would emphasize that Adult Education is not mass political propaganda. The Government of a country is in the interest of all political groups and there is grave danger to democracy when the machinery of education is used to further the interest of any particular political party. We can see in present-day Europe the clash between real democracy and the totalitarian state.

For the purposes of this Report, we are regarding all illiterates between the ages of 14 and 50 as candidates for education. Children below the age of 14 should attend the regular schools. Adults over 50 may learn, if they so desire, but we believe that the major effort of the programme should be concentrated within the stated age-group.

The place of Adult Education in many Western countries is not central. The adult education movement has developed through voluntary effort, and though recognized as important by the State, is not directly supported by it. In other countries, Adult Education is fostered and encouraged officially. In England, for instance, it is now regarded as part of the general system and is partly controlled by the Regulations of the Board of Education. Because of India's peculiar conditions, the place of Adult Education in the general system of education must be an important and clearly recognized one.

There are those who hold that Adult Education must occupy the first place in the educational programme. They argue that in its nature the task of making the masses literate is a temporary

phase. Once the great majority of the masses becomes literate and enlightened, the problems of primary and secondary education will be easier of solution; there will be no lapse into illiteracy; the wastage and loss which is now being experienced because of this lapse will be stopped; the general efficiency of the administration will be raised, and the people themselves will come forward to assist Government in the general economic uplift of the country. For these reasons, they say, it is essential that the work of making the masses literate—particularly the women, the mothers and future mothers—must receive not only a place of first importance in the educational programme of the Province, but also preferential treatment as regards funds and facilities.

Another section takes the view that though Adult Education should be given as central a position as possible, there must not be a shift in emphasis from primary, secondary or tertiary to Adult Education. Adult Education should be recognized as a fourth great division of the general system and should obtain a fair share of the grant for education. They contend that it is dangerous to suggest that Adult Education should thrive at the expense of any of the three established divisions. Adult Education should be co-extensive with them and ancillary.

There is something to be said on both sides of the question, and the Committee do not feel that anything is gained by attempting to make a clear-cut definition of status. Whether it is the first or an equal place, we feel that Adult Education must have a recognised status in the general system of education and that the State must be the driving force. Without an efficient programme of Adult Education, primary education is handicapped and will continue to be handicapped.

The liquidation of illiteracy calls for an attack upon two fronts:—

- (a) the extension of primary education.
- (b) the extension of Adult Education.

It is a simple fact that in a home where the parents are literate the children seldom remain illiterate or lapse into illiteracy. The primary school can impart a smattering of education and give a glimpse of a better way of life, but the inertia of an uneducated home and community will soon crush out the feeble life that is there. In the present state of Indian affairs, Adult Education, becomes a patriotic duty; for, if democracy has any meaning, it means that every citizen should have both the opportunity and incentive to be his possible best and to develop all his capacities.

## CHAPTER III.

## The Scope of Adult Education.

The Different Types of Adult Education and the Responsibility of Government for Promoting these Types. [Term of Reference No. II.]

In a well-organised country Adult Education assumes many varying forms, but in this chapter we shall content ourselves with pointing out seven well-recognized types of Adult Education as it is commonly practised :—

- (1) Propaganda.
- (2) Movements for making up educational deficiencies—in particular, the attainment of literacy.
- (3) Vocational education.
- (4) Extension Classes of secondary or collegiate grade.
- (5) Self-initiated group movements for self-improvement.
- (6) Movements which regard Adult Education as a necessary and continuing function in the total life of the community.
- (7) Recreational activities.

1. *Propaganda*.—Since the World War and more recently since powerful State Broadcasting Stations have been pouring forth their distorted versions of current happenings, the term “propaganda” has fallen into disrepute. But as Mr. F. L. Brayne well points out, there is another side to propaganda, for “by publicity and propaganda the villager may be taught to do and to think and to want to know the right things—the things that will raise the standard of his living, make him a better citizen and a happier, healthier, wealthier man. That is rural reconstruction, the implanting of the desire for a better manner of living. Education is achieved not merely by books and schools but by newspapers, posters, pictures, cinemas, lectures, magic lanterns, wireless broadcasting, exhibitions, demonstrations, shows, competitions, and every method of modern publicity.” Such propaganda is legitimate, and Government should actively promote its intelligent use in the effort to arouse the villager from his lethargy and to help him rise in the scale of human existence. As we have already pointed out, the major problem of rural reconstruction is not economic; it is psychological and spiritual.

2. *Movements for making up educational deficiencies*.—It is to this type of Adult Education that our Report is devoting its major attention, for under this heading comes the all-important topic for India—the subject of literacy education. Just what form literacy education will take depends upon several factors. It will make a difference whether the area is urban or rural. There will normally be a distinction in the education imparted to men and women. The age of the people to be educated and their capacity to understand enter into the problem, as does the occupation in which they may be engaged.

Opinions vary as to what constitutes literacy. The minimum definition, as already mentioned, is that adopted by the Census, viz., the ability to write a letter to a friend and read his reply. Many adult educators feel that this definition of literacy does not go far enough and would add to it the ability to read and know the language of newspapers and printed books of simple stories, and to know how to make money transactions. The fear is expressed that while the ability to read and write a letter may be a test of elementary literacy, the danger is that this scanty knowledge, unless built upon, may soon be forgotten. If permanent literacy is to be ensured there must certainly be continuation classes or follow-up material.

The Committee recognize this danger. They are prepared to accept the Census definition as a minimum standard, but would strongly urge that, wherever possible, literacy education should extend beyond this bare minimum.

Government have a very definite duty to promote literacy education a duty which will be discussed at greater length in succeeding chapters. Suffice it to say here that Government, acting through their Central Adult Education Board (to be defined in Chapter IV), should formulate a definite policy of advance, indicate certain standards of progress, and recommend methods and materials for furthering adult literacy. Government should assist in training workers and must be largely responsible for the finance of the literacy programme. Government should also take the lead and strive to make their own employees literate within one year.

During the first few years it is practically certain that in the rural areas at least, the financial burden both for preliminary propaganda and literacy education will fall almost entirely upon Government. But if the work is carefully planned and organised and co-ordinated with other items for the economic uplift of the people, it is a reasonable expectation that within a short period of years, the Government contribution will be supplemented materially by contributions in kind, or labour or money from the villagers themselves.

3. *Vocational education.*—Vocational education may be either urban or rural and may in certain centres be combined with literacy education. There is no reason why an agriculturist should not, as an essential part of his education, learn to be a better agriculturist; a weaver, a better weaver; a dairyman or live-stock breeder more skilled in his profession. Neither is there any reason why the mill worker or other industrial worker should not be educated for greater proficiency in his profession while learning to become literate. Stories of the fox, the lion and the eagle should not have a monopoly in adult education, simply because they happen to be in the books. New books should be written bearing directly upon the occupational life of the people. We would emphasize, however, that the real end of adult education in both rural and urban areas is not more crops, better livestock and higher production. These are but means to an end. The end is to provide a more satisfying way of life.

The above paragraph is intended to show that there is not necessarily a discrepancy between vocational education and literacy education, but the vocational training of adults also has its own distinctive meaning in relation to industry. Thus in every industrial centre there are workers "learning on the job" either as formal apprentices or new workers being introduced to their duties by more experienced workers. This is definitely a form of adult education. In discussing apprenticeship training, the Memorandum submitted by the Bombay Electric Supply and Tramways Co., contains two interesting observations. It deplores (1) the low percentage of "practicability"—even among young men who have an educational background; and (2) the almost universal absence of the "questioning spirit." This is almost certainly due to the fact that primary education has not been fitted in with the local environment. Education has come to mean "books", rather than curiosity about one's environment. Adult Education should avoid this pitfall.

The Textile Technical School, conducted by the Social Service League, Bombay, is a good example of vocational training at an intermediate level. Mr. Fred Stones, of E. D. Sassoon and Co., Ltd., submits that with the reduction in working hours, more leisure is available to the worker for study purposes and suggests both the improvement of the Social Service Technical School and the provision of Junior Technical Schools as night classes in selected Municipal Schools on the lines adopted by the Manchester Corporation. He further suggests that the apprentice course at the Victoria Jubilee Technical Institute should be expanded to cover the more capable students from the Junior Technical Schools and that, at a later date, post-graduate and refresher courses might be instituted.

The primary responsibility for apprenticeship training must of course lie with the industrial organization itself, but the supplementary training, such as suggested by Mr. Stones, might well be assisted by Government grant.

4. *Extension classes of secondary or collegiate grade.*—This type of Adult Education is best illustrated by the work of the Bombay Presidency Adult Education Association in Bombay City. Adult Education, on this level, has a much wider meaning than the types we have hitherto discussed. The following list of objectives is at least suggestive :

- (1) To educate the whole man and give unity to life.
- (2) To keep men's minds open.
- (3) To help men to base their judgments on facts.
- (4) To help men to keep abreast of new knowledge.
- (5) To insure social stability, and at the same time
- (6) To direct social change.
- (7) To enlarge men's horizons.
- (8) To prepare men for new occupations.

At a time when unemployment among the educated is so prevalent, there is a vital necessity for an extension of Adult Education on this higher level. The unemployed educated adult may be either a social asset or a social menace. We would not suggest that Adult Education should be thrown out as a sop to keep men quiet, but at the same time we feel that social stability depends in large measure upon the adjustment or maladjustment of the educated population. A case could well be made out for an extension of this type of Adult Education simply for its therapeutic value and as a measure of mental hygiene.

But in addition to the educated unemployed, there is the vast army of clerks and others, who denied the opportunity for collegiate training, have the genuine desire to learn, and this desire should be satisfied. This section of the population can afford to pay fees toward the support of their study. The expenses connected with the conduct of such classes are not heavy, for most of the teaching service is volunteer service, and class-room space and other amenities are generally provided free of charge. At the present stage Government need assume no responsibility for the conduct of these classes, but where the local conditions and budgetary demands require, Government should certainly give sympathetic consideration to requests for Grants-in-Aid.

5. *Self-initiated group movements for self-improvement.*—This phrase is self-explanatory. In all the cities of India, and in many of the towns, one can find examples of men's clubs and women's clubs meeting at regular intervals and studying problems of mutual interest. The work of the Bombay Presidency Women's Council is an excellent example of this type of work. Since these various organizations are self-initiated by people who are interested, Government need assume no responsibility for their conduct or support.

6. *Movements which regard Adult Education as a necessary and continuing function in the total life of the community.*—This type of Adult Education is also expressed in other ways, such as "education for citizenship," or "education for richer life." It is a definite attempt to interpret life in such a manner that men, even with a limited education, may feel more at home in their world. It is definitely planned to stimulate thought and to discover in each experience a "leading-on quality" which will introduce the learner to a new and wider experience. Such a programme of education is illustrated by the work of the Nagpada Neighbourhood House, Bombay. It is preferable that Government should leave this work to private agencies, for one of the major functions of this type of education is to make the ruled more critical of their rulers.

7. *Recreational activities.*—The educational value of recreation is not always recognised, but in many countries public recreation is being fostered for the sake of its intrinsic values and its benefits to health and good citizenship. What a man does with his leisure time bears a definite relation to the national welfare. Government can both directly and indirectly encourage this type of Adult Education.



The above brief analysis of types has been adopted for purposes of convenience, but the types are not mutually exclusive. They run into each other at many points. Such an analysis does show, however, the range of Adult Education as distinguished from simple literacy education. The Committee would like to see an extension of Adult Education all along the line, but so far as Government are concerned, we believe that for the present their major responsibility lies in the promotion of Types (1) and (2).



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## CHAPTER IV.

### Organizing the Province for Adult Education.

How Far Should Government Avail Themselves of the Services of the School Boards and their Educational Staffs for Adult Education? Should Adult Education be one of the Compulsory Duties of School Boards? [Term of Reference No. IV].

In considering agencies to conduct and supervise Adult Education, the Committee were faced with two alternatives : the setting up of an independent organization for the administration and conduct of Adult Education, or utilizing to the fullest extent the agencies now in the field, particularly the School Boards.

The evidence before the Committee was contradictory. On the one hand the School Boards were highly commended. On the other hand was such evidence as the weighty declaration of the Vernacular Education Committee appointed by the Central Advisory Board of Education, presided over by the Honourable Mr. B. G. Kher, Prime Minister, Government of Bombay. "Complaints," says the Committee in their report, "come from all provinces of laxity in various details of administration and of frequent action on grounds other than educational. Teachers are transferred, dismissed or appointed for personal or communal reasons ; increments are not granted, payment of salary is often in arrears, departmental advice is ignored, relations with the education departments and their officers are strained, local bodies are apathetic. Though these complaints are not applicable to all local bodies, there is sufficient evidence to show that generally the administration is lax in many ways".

The question naturally presented itself, "If the School Boards are experiencing difficulty in carrying out their ordinary responsibilities, to what extent can they reasonably be expected to assume a new and difficult responsibility?" And yet, the fact cannot be ignored that in the School Boards the Province possesses both a powerful potential agency for adult education and a functioning machinery.

A further question to which the Committee gave serious consideration was whether a programme of Adult Education in the rural areas should be an independent programme or an integral part of the rural reconstruction movement.

The evidence before us leads us to believe that little is gained merely by opening classes for the teaching of reading and writing. As we have already indicated, our conception of adult education gives an extremely important place to literacy, but regards literacy as but one element in a total programme which looks forward to the enrichment of life. The Committee feel, therefore, that the adult education movement in rural areas should be linked up with a general programme of rural reconstruction.

If adults were ready and willing to learn, and flocked to the schools demanding instruction, we should have one situation ; but the hard fact is that in most instances adult education to be successful requires as its preliminary a preparing of the ground for overcoming the indifference and apathy of the people. In order to secure the confidence and co-operation of the villager it is essential that there should be an agency capable of dealing with his most urgent needs and grievances. During the initial stages, patient and sympathetic cultivation is very necessary, and the agency to undertake this task must be chosen with the greatest care.

The Committee recognize the differences between urban and rural conditions. While rural conservatism has its advantages, it is also a liability. Extreme conservatism, when linked with low economic status, means poor schools or none, deficient highways—thus further increasing isolation and conservatism—and little contact with the stimuli of other centres of population. In the urban area, on the other hand, there is sufficient inter-stimulation and sufficient pressure from outside contacts to render the population more alert to its needs and to efficient methods of meeting them.

Hence in dealing with its problem, the Committee draws an arbitrary line between cities of 20,000 population and over, and towns and villages under 20,000—believing that in the larger urban areas, the local resources available and local interest, create a situation different from that prevailing in the rural areas and smaller towns.

Another fact which must be recognised is that Adult Education is already being carried on in the Province by private societies, rural reconstruction agencies and by local boards, both with and without Government grants. Since the task before us is too great for the resources of any single agency, the Committee feel that any practicable scheme must be comprehensive enough to utilize to the full all agencies now at work in the field.

The Committee are not prepared to make a blanket recommendation that Government should avail themselves of the services of the School Boards and their educational staffs in *every* centre. We feel that while Adult Education should be one of the compulsory duties of School Boards, and that while School Boards should be required to extend every possible facility for the carrying out of an adult educational programme, there is little gain in compelling unqualified and unwilling primary school teachers to impart a lifeless and haphazard instruction to the adult population. In our country, where national prestige demands an extension of literacy, the promotion of literacy should be regarded as a spiritual adventure, under an enthusiastic and capable leadership. We understand that it is the aim of Government to place a trained teacher in every school. We heartily support this move and would further recommend that every training institution should regard training in teaching adults as an important part of its

curriculum. Until this stage is reached, we do not consider that adult education should be a compulsory duty of the educational staffs of the School Boards. The School Boards should be required to allow the use of their buildings for adult education and should render such financial help as is possible, but the teaching staff must be drawn both from those teachers in the employ of the Boards who are eager and qualified to assume such responsibility and those other teachers—in many cases representing private agencies—who are fitted educationally and temperamentally for their task. Adding Adult Education as a compulsory duty of the teaching staffs of the School Boards, regardless of local conditions, cannot but result in a waste both of money and of effort. This subject will be discussed further in Chapter VI.

Having considered the various factors entering into the situation the Committee are of opinion that a new organization must be created to organize and administer the adult education programme within the Province. We therefore recommend the creation of a Central Adult Education Board, of 3 members, to be appointed by Government. One of the appointees, on appointment, should be styled Deputy Director of Public Instruction, Adult Education. Although it is the desire of the Committee that the new Board should work in the closest harmony with the Education Department, we feel that one of the two other appointees should be designated as the Chairman of the Committee. It is desirable that one member of the Central Board should be a woman.

The members chosen for the Board should be the very best persons available in the Province—people with wide knowledge of the prevailing conditions in both urban and rural areas, of the resources that are available and the practical difficulties that must be faced in the administration and execution of the programme. They should have the vision to see the significance and possibilities of the adult education movement and an enthusiasm for their task. They should regard themselves as “social servants” in the very best sense of the term. They should hold office for a period of five years.

We offer a few suggestions regarding the probable nature of the Board's immediate duties. It should visit such centres as it may deem necessary and consult with local officials, institutions and individuals interested in the adult education movement. The Board should then submit to Government its detailed proposals; stating clearly the annual forecast as regards the work to be done, the approximate annual expenditure, and the approximate stage to be reached by the end of each year. On the basis of this report, Government will then determine their policy regarding the area to be covered, the approximate number of centres to be opened, the stage or standard to be reached within a given period of years, and their own financial responsibility. Government will also determine what legislative sanctions, if any, are required to put through those recommendations of the Board that are accepted by the cabinet.

Meanwhile the Board should begin the work of preparing the required literature, books and materials; of selecting members of Divisional, District and Taluka Adult Education Committees; of laying down principles for the selection of volunteers and teachers best suited for carrying out the field work; and of making the essential arrangements for training workers. Thus when the final orders from Government are received, the machinery will be ready for being put into immediate action.

The chain of organization contemplated for carrying out the whole programme framed by the Board will be somewhat as follows:—

4 Divisional Adult Education Committees (designated Dn. A.E.C.).

30 Urban Adult Education Committees (designated U.A.E.C.).

20 District Adult Education Committees (designated D.A. E.C.).

Taluka (T. A. E. C.) and Local Adult Education Committees (L.A. E.C.).

The 4 Divisional Adult Educational Committees will be constituted as follows:—

One for the five Districts: Ahmedabad, Kaira, Broach, Panchmahals and Surat.

One for the six Districts: East Khandesh, West Khandesh, Poona, Ahmednagar, Sholapur and Satara.

One for the five Districts: Thana, Nasik, Ratnagiri, Colaba and Bombay Suburban.

One for the four Districts: Belgaum, Bijapur, Dharwar and Karwar.

Each Divisional Committee will consist of three well-qualified men or women selected by the Central Board for a period of 3 years.

The functions of the Divisional Committees are as under:—

- (a) Preparation of literature.
- (b) Selection and training of workers.
- (c) Aiding the District Committees in their work.

The *Urban Adult Education Committees* will number about 30 and will be constituted for cities and towns with a population of 20,000 or above. They will consist of representatives of the Local Authority and School Board of the area, of employers, and of educational and social service institutions interested in the Adult Education Movement. These Committees will be autonomous so long as they satisfy the conditions laid down by the Central Board.

*District Adult Education Committees* will be constituted for each of the 20 Districts, and will consist of five well-qualified persons from the District (men and women) who take an active interest in

the work, have the ability to organize it, and who are in a position to secure the confidence of the people. They will be appointed by the Central Board, in consultation with the Divisional Committee concerned. The President of the District Local Board, the Chairman of the District School Board and the representative of the District Village Improvement Committee shall be additional members of the District Committee. The members of the District Committee will serve for a period of two years.

The functions of the District Committee will be :

- (a) Propaganda and field work for the formation of Local Adult Education Committees.
- (b) To secure teachers or volunteers for the Local Committees.
- (c) To organize circulating libraries.
- (d) To disburse funds.

The *Taluka Adult Education Committees* will, as the District Committees, consist of five members (men and women) with the same general qualifications as the members of the District Committees. The membership of the Taluka Committees will include, in addition, a representative from the Taluka Development Association, a representative of the Taluka Village Improvement Association, and a representative of Co-operative Financing Agencies. They will be appointed by the Central Board in consultation with the Divisional Committee concerned, for a period of two years.

The functions of the Taluka Committees will be propaganda and field work for the formation of Local Adult Education Committees.

*Local Adult Education Committees* will be established in towns not included in Urban Adult Education Committees, and for each village or for a group of villages, as circumstances require. They will consist of not more than seven members, including the Chairman of the Village Panchayat and the Chairman of the Village Co-operative Society, who will be ex-officio members. The Secretary of the Panchayat or of the Co-operative Society, or a local teacher will work as Secretary of the Committee. The appointment of members will be for a term of two years and will be made by the District Adult Education Committee. The functions of the Local Committee will be :

- (a) Preparing the ground for the opening of Adult Classes.
- (b) Taking a census of the illiterate adults in the area.
- (c) Securing and maintaining attendance at the Adult Classes.
- (d) Discovering local difficulties ; reporting them to the District Adult Education Committee ; remedying those difficulties.

Although the only salaried posts in the system other than the salaries of teachers, supervisors and rural workers, are the three members of the Central Adult Education Board, the general administrative expenses of the various committees should be regarded as legitimate charges upon the total budget.

In the following chapter we shall discuss the finance of Adult Education in industrial urban areas. In the non-industrial cities we anticipate that private subscriptions will be supplemented by grants from the Local Authority. It is expected that all money raised for Adult Education purposes in a given city shall be expended in that city, under the direction of the local Urban Adult Education Committee. If the amount thus raised proves to be inadequate, the Local Urban Adult Education Committee may appeal to the Central Board for further assistance, but in so doing the local committee forfeits a measure of its autonomy, for if it receives grants from the Central Board it must also place itself under the general control of the Central Board.

The funds to be placed at the disposal of the Central Board may be raised in any of the following ways, or a combination of them :

- (1) By Government Grant (the money for Government Grant either to be a charge upon the general budget or raised by a long-term loan or special cess for adult education purposes).
- (2) By a quota grant from the sum allotted to the Provincial Government by the Central Government for rural reconstruction (in rural areas).
- (3) By contributions from School Boards for Adult Education.
- (4) By contributions from private donors.
- (5) By contributions in kind or labour to the local panchayats (in rural areas).

In considering their policy in both rural and urban areas, Government should take into account :

- (a) What is the present annual waste in money value because of lapse into illiteracy ? What portion of this waste may be said to be due to lack of co-operation on the part of the parents ?
- (b) Will Adult Education of the right type help in securing the co-operation of the parents, and to what probable extent ?
- (c) What amount of the present waste due to lapse into illiteracy might be checked by the education of the parents ?
- (d) Education of the illiterates being only a temporary phase is it not sound policy to consider expenditure on Adult Education as an investment to prevent a known annual loss, and sound financial policy to raise money for this investment by way of loan or educational cess for a period of years ?
- (e) From the standpoint of Government will it not be more economical to run the administration when the population is literate and enlightened ?

Government's replies to these queries will influence the extent to which they will assume financial responsibility for an adult education programme.

In their scheme for a Provincial organization for Adult Education the Committee have endeavoured to avoid setting up too rigid

a system. It is true that there is rather a formidable looking list of Committees, but the idea underlying these committees is to stimulate enthusiasm for the task in hand rather than to form a stereotyped control. The villager will not feel that he is working alone, but will have the enthusiasm and impetus of the wider organization behind him. The scheme shuts no one out. Private societies, local boards and functioning rural reconstruction agencies may all work harmoniously and in close co-operation with the Adult Education Committees.

The Committee recommend that there should be a strong inspectorate under the Central Board, and that, wherever possible, the inspecting staff of the Department of Education should be utilized for this purpose. The inspection of adult classes should not be regarded as an additional duty but as an integral part of the inspector's work.

We would point out that the adult education movement is still in its infancy, and would express the opinion that for some time to come the movement should remain experimental. In other words, the control of the Central Committee should not be too rigid. A programme which succeeds in one area may not be suitable for the Province as a whole. For the present at least, all experiments showing signs of success should be encouraged. The task of evaluating the worth of such experiments requires an inspectorate of high ability.

It has been urged upon our Committee that Adult Education, when publicly supported, should be open to all adults irrespective of birth or caste or creed. For this reason we should suggest that adult classes be held only in those buildings or areas which are not restricted but are open to all the people. In the case of women this may present some difficulties and may have to be modified to meet local circumstances, e.g., a group of women of a given caste may only be allowed to attend classes if the classes are held in one of their own private homes. But certainly it is the intention of the Committee that Harijan women shall not be discriminated against in any way whatsoever.

The Committee would also express the opinion that, while Adult Education Classes may be conducted by religious agencies, no classes receiving public financial support should be used as propaganda for any particular religion.

We would also ask Government to remember our fellow citizens who are temporarily restrained in our central jails, and to provide facilities for their education.

Although the programme proposed above visualizes a province-wide attack upon illiteracy, the Committee venture to hope that the scheme will never deteriorate to the point where its chief emphasis is upon statistics. Our problem is men and women and not numbers.



## CHAPTER V.

**Urban Industrial Centres and The Responsibility of Employers for Adult Education.**

How should Employers of Labour in Mills, Factories, etc., be required to help Government in Promoting Literacy among their Employees ?

[Term of Reference No. III.]

We would open this chapter with a quotation from the Report of the Royal Commission on Labour :

"In India nearly the whole mass of industrial labour is illiterate, a state of affairs which is unknown in any other country of industrial importance. It is almost impossible to overestimate the consequences of this disability, which are obvious in wages, in health, in productivity, in organization and in several directions. Modern machine industry depends in a peculiar degree on education, and the attempt to build it up with an illiterate body of workers must be difficult and perilous. We would emphasize the fact that, precisely because of this, the education of industrial labour should receive special attention."

While the primary responsibility for the literacy education of the adult worker rests with Government, the Committee feel that the employer must also share in this responsibility. The problem is to determine just what this share should be.

From experience with existing classes in industrial areas, it appears that an illiterate worker can, by attending class for one hour daily, attain literacy within a period of six months even allowing for the irregular attendance now prevailing. With an additional six months of supervised reading it is believed that a worker can become fully literate with no fear of lapse into illiteracy. In the cities where so many opportunities for using reading and writing present themselves, there is not the same danger of lapse into illiteracy that is experienced in the rural areas.

The cost of conducting classes will vary, depending on whether the classes can be held on the mill premises at a convenient hour, thus increasing punctuality and minimising irregular attendance, or whether outside accommodation must be arranged.

In the Deccan Paper Mills at Mundhwa (Poona), the illiterate workers are allowed by the management to attend literacy classes held in the mill premises on company time. The Classes are in session daily from 7 a.m. to 8 p.m. The male workers receive instruction for a period of 45 minutes from 7 a.m. to 10 a.m. ; 2 p.m. to 5 p.m. ; and 7 p.m. to 8 p.m. in 9 batches. The women workers receive instruction from 12 noon to 4-30 p.m. in 6 batches. The Mills management supply premises, share in the direct expenses of the classes and assume the indirect cost resulting from the loss of labour.

From evidence received from the larger employers of labour, the Committee believe that it is not practicable to introduce the Mundhwa scheme into the larger industrial establishments, particularly those in which there are continuous processes and those in which the workers are engaged on piece work. But at the same time we believe that it is possible to extend the Mundhwa plan into those smaller establishment where a feeling of mutual good-will prevails between the employers and employees, and into such departments of larger establishments where the work is such that an individual worker can attend a class without effecting the working of the general machinery. The Committee do not feel, however, that the general introduction of the Mundhwa plan can be made compulsory. It must rely for its spread upon the patriotism and public-spiritedness of the individual employer. We believe that Government should appeal to employers to regard the eradication of illiteracy among their employees as a moral and social duty.

Even if provision cannot be made for classes on company time, there is still a good deal to be said for holding the classes in company premises. It has been the experience of the Bombay Presidency Adult Education Association that the number of students learning in each class in the mill premises is much larger from the beginning and the attendance more satisfactory than in the outside classes. The men have to come to the mills for their work and are already there at the time the classes start every day, and do not have to make a special effort to attend the classes after going home. On the other hand, there is no denying that the day-shift men feel very tired after 9 hours of hard work and are in need of relaxation and open air. Hence it is that their power of absorbing instruction is at a low ebb. In the case of the outside night classes, the men can attend after a period of rest and relaxation and after having taken their food. They are probably in a position to learn more quickly. But when the relative advantages and disadvantages of each class are carefully weighed, the class in the mill premises is to be preferred—the governing factor being the higher percentage of attendance. Once the man goes home, it is easy to find excuses for not attending classes.

The Committee feel that a direct appeal should be made to employers to allow the use of their premises for literacy classes, wherever adequate accommodation is available.

It is assumed that the average attendance at each class will be at least 25. As we have stated above, an adult student should be able to read simple matter and write simple sentences at the end of six months. A second six months of extra reading and writing practice will be required to ensure effective literacy. During this second period the student will require less direct attention from the teacher and will spend more time in reading independently. At this stage 50 adults can be dealt with in a single class by one teacher. At the end of a year the adult will be ready to take advantage of the various adult education facilities which exist in the large cities—it being presumed that these facilities will be further increased by

the existing agencies which are doing work in the city; for there will, once we have made our workers literate, be a greater number of people to take advantage of such work and make it more worthwhile.

If the classes are held in the work premises the question of rent and lighting will not arise, for it is presumed that the management will give such facilities rent free. It is further presumed that the actual writing and reading materials will be purchased by the adults themselves—at a cost which will certainly not exceed eight annas per person for the first six months.

The teacher of a class of 25 will be paid Rs. 10 per month, and working for six days a week for six months will cost Rs. 60.

During the second six months the teacher will be paid Rs. 10 per month, but as he will be looking after 50 workers the cost for 25 adults will be only Rs. 5 per month, and thus for this six months the cost of the teacher will be Rs. 30.

Suitable library material for such a class would be Rs. 10 for a class of 25.

The whole value of the work done in the classes and their success will depend on constant, close and intelligent supervision. One supervisor should be able to supervise the work of 15 such groups of 25 adults each. The supervisor will receive Rs. 25 monthly. Thus the supervision charge for each group will be Rs. 20 for the year.

Recapitulating, the annual cost of a class for 25 adults held on company premises will be:—

	Rs.
Teacher—First 6 months (Rs. 10 × 6) ...	60
Second 6 months (Rs. 5 × 6) ...	30
Library material ...	10
Supervision charges ...	20
Miscellaneous charges ..	5
Total ...	125

Thus the cost of rendering one adult literate will be Rs. 5 only.

Certainly a large number of public-spirited industrialists will voluntarily offer to accept this small financial obligation, when once the position is made clear to them. And Government should, through determined propaganda efforts, make the situation clear.

Since the number of such groups of 25 which can be accommodated on company premises will be limited because of the lack of suitable accommodation, the main work of teaching will have to be undertaken outside the factory premises in different localities as close as possible to the living quarters of the workers.

The people attending such classes will not be workers from any particular factory, but will be illiterates residing in the locality. These classes will have to be night classes, held at some convenient time. Since it cannot be expected that the attendance at such classes will be as regular or punctual as classes held in the industrial establishment, the period for these classes will have to be at least two hours a day for six days a week.

The average attendance at such a class should be expected to be at least 25. The teacher will be paid Rs. 15 per month for one such group of 25.

We are confident that the various educational institutions in the city recognized by the Government and the Municipality, as well as various other social uplift societies of the city, will permit the free use of their premises for such classes, hence rent is not taken into account. The schools at least have no suitable lighting arrangements for night classes and hence Rs. 3 per month will be spent on lighting. This includes the cost of buying suitable lamps and replacing them, and supplying them with oil and accessories. Again, a part time peon will require Rs. 2 per month for the opening and closing of the rooms.

The other costs will be the same as for classes held in works premises.

Recapitulating, the annual cost of a class for 25 adults held outside the company premises will be :—

	Rs.	
Teacher—( These classes being scattered, it may not always be possible for one teacher to supervise two classes in the second six months, and hence the teacher's salary is calculated at the same rate for the entire year—Rs. 15 × 12) ...	...	180
Lighting (Rs. 3 × 12) ...	...	36
Peon (Rs. 2 × 12) ...	...	24
Supervision ...	...	20
Library ...	...	10
Miscellaneous charges ...	...	5
Total ...	...	275

This works out at Rs. 11 per adult made literate in one year.

The question of finance is difficult. As we have stated above, we believe that the primary responsibility for the literacy education of the adult worker rests with Government, and yet we also feel that the employer must share in this responsibility.

The obvious question which arises is, "Why discriminate against the employers? If a tax is to be levied, why not levy it on all sections of the population?" Perhaps this is the proper method of approach. Perhaps an adult education cess, of an amount to be determined, should be a part of the general taxation. This would be in the nature of emergency legislation and would not have to be continued over a long term of years.

But another alternative presents itself. The Committee feel that in most of the industrial centres conditions are such that the Municipality or Local Authority, the employers, and private donors—including labour—should assist Government in their task.

The Committee are not prepared to attempt to distribute the responsibility of Government, the Local Authorities and the employers.

The representatives of the Mill Owners and the Railways on the Committee are strongly of the opinion that the employers are not in a position to assume any share of the Rs. 11 required to make an adult literate. The Committee feel that the examination of the economic position of the employers is a matter for experts and not for educationists. We realize that the Cotton Textile Industry has recently been compelled to increase its wage bill. We realize that other social legislation requiring the co-operative finance of industry is under contemplation. The Committee would therefore recommend to Government that a Committee of economic experts be appointed to study the capacity of organized industry to participate in these various movements for the social welfare, including adult education, and that adult education be assigned its proper place in the whole picture. If it can be demonstrated that industry cannot stand any further levies for the social services, funds must then be sought from other sources.

We would emphasise that the term "employers of labour" does not refer to the Cotton Textile Industry or the Railways alone. It should refer to all establishments coming under the Factory Act. Any compulsory contribution levied, should be levied on *all* such employers.

The share of Government and the Local Authorities will have to be determined in the light of the above. Since Government and the Local Authorities are themselves large-scale employers, they should not only share in the joint contribution but also give an impetus to the movement by educating their own illiterates.

The Committee, led by practical considerations alone, have limited their proposal to establishments coming under the Factory Act. If Government can devise means for reaching small employers and private agencies employing illiterates, these should certainly be regarded as potential contributors.

The Committee do not feel that a compulsory levy can be placed upon labour at this stage. They do feel, however, that every effort should be made to encourage industrial employees to make

voluntary contributions towards the support of the local adult education movement. We are confident that the Local Urban Committees will be able to devise ways and means for enlisting the financial co-operation of labour.

If the programme of co-operative finance does not prove to be practicable, the Committee recommend a special adult education cess, as mentioned above.

The Committee would suggest that the adult education of workers can in many industries be undertaken by organizations of workers themselves. Instead of regarding organizations of workers as potential menaces, it should be recognised that a strong labour movement is an asset to industry, and that the social effectiveness of the labour movement depends upon the intelligence of its members. An adult education programme for workers which starts at the heart of the working experience and is related definitely to the interests of workers, is certain to command their attention and continuous support. Such a programme cannot be drawn up independently of labour itself.



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## CHAPTER VI.

## Carrying out the Programme.

PREPARING THE GROUND ; TEACHER ; METHODS ; MATERIALS.

[Term of Reference No. V.]

As we have already stated in Chapter II, the Committee are of opinion that the initial step in a literacy campaign is not to fling out a province-wide network of new classes, but to prepare the minds of the people. It is therefore anticipated that one of the first major duties of the Central Adult Education Board will be to sponsor preliminary work with the object of securing the confidence and co-operation of the illiterate adult population.

The illiterate adult villager has his day-to-day problems and difficulties which are more serious than those which an urban labourer is compelled to face. Thus at one time he is in urgent need of seed or manure, but no seed or manure is available; his cattle or sheep are suddenly attacked with some epidemic and there is no remedy near at hand; there is scanty rainfall, his well becomes dry and he sees his crops withering away for want of a single watering; at another time a heavy storm comes and his land with crop is washed away by flood; the market suddenly falls and he is not even able to recoup the cost of harvesting his grain; his children become ill and there is no one nearby whom he can consult. His wife, not only has to perform the household duties, such as cooking, washing, looking after the children, sick-nursing and bearing children—she also has additional burdens to bear. She must fetch water from a distance; she must grind corn and she must perform field labour. The whole family outlook is precarious. There is not even a small steady income. Is it any wonder that the male villager placed in this condition has no heart for attending classes, talks or lectures? Is it any wonder that his wife feels tired and apathetic? If we press the matter, the villager probably will not argue, but meekly attend our classes or meetings, because he does not wish to incur the displeasure of his superiors. But at the smallest excuse he will also absent himself from our classes. Faced as we are with this concrete situation we must endeavour to find ways and means of meeting it if we are to make any real progress in educating adults.

We must admit at the outset that it is beyond the means and capacity of any rural worker or organization to give adequate relief to the villager in every one of his difficulties. But a soothing word from a sincere and sympathetic worker, spoken at the right moment, works wonders. The villager is quick to understand the difference between genuine sincerity and the patronising attitude of his so-called superiors.

To sincerity must also be added knowledge. The rural worker should know something about ~~social~~ <sup>agricultural</sup> conditions, and should

be able not only to tender advice, but to go into the fields and lend a hand. On some of the Local, and certainly on the Taluka and District Committees, there will be men and women with specialised knowledge: doctors, men who can render veterinary aid, engineers, experts in agriculture, men who can tender legal advice, and those who are familiar with marketing. It should be understood that when men and women accept membership on these Committees, they will, to the extent of their time and abilities, place their specialised knowledge at the service of the people. It might also be advisable for the workers themselves to travel in small groups, the special knowledge of one man or woman supplementing the special knowledge of another. There will also be the opportunity for mutual encouragement, for there are bound to be discouragements before the programme really begins to function. If the worker has a knowledge of some handicraft, so that he can maintain himself at least partially, it will be a distinct advantage—not simply from the financial standpoint, but from the effect upon the villagers of having one, who works with his own hands, also interested in their welfare.

The Committee are not advocating that, in those centres where the ground has already been prepared, this work should be undertaken anew. We are visualizing the great tracts within the provincial area that are still relatively untouched. In those centres which are psychologically ready, adult classes may be opened without delay.

The Committee believe, that so far as is possible, new work should not be started in isolated villages, but that a tract with certain natural boundaries and comprising an area of from 100 to 200 square miles, with a population of about 25,000 should be selected. This would include about 40 to 50 villages and hamlets. The taluka as a whole would probably be too large a unit for this work.

The tract selected, a preliminary visit to every village within the tract should give a general idea concerning the problem, what sort of spade work is necessary and where a beginning can be made. A party of 3 to 4 workers under a competent leader should be able to do this work within a couple of months. During this tour special effort should be made to enlist the support of the village young people between the ages of 15 and 20, who have already received some sort of schooling. A rare opportunity here presents itself to turn their energy into constructive channels. The preliminary tour will reveal the best location for the headquarters, and the whole programme can be carefully planned, giving full consideration to the available resources and the probable number of workers who can be relied upon. In actual practice some of these forecasts will undoubtedly prove to be wrong, but we must profit from our mistakes.

Another couple of months will be necessary for developing contact with the people of different villages. The workers will visit the bazar centres on bazar days, talk to the people about their problems and render such help as is possible, accompany individual



villagers to the taluka centre for the registration of documents, organise emergency work whereby the starving man or woman can come and labour and get his or her bread. Such activities will slowly win the confidence of the villagers. Care must be taken, however, that the rural workers are not exploited by shrewd villagers for their own purposes. Many a worth-while programme has been ruined because of this.

With the help of students and village youth, surveys of those villages may be undertaken in which the villagers are prepared to co-operate. The purpose of these surveys is to determine what available resources, both natural and human, are still unemployed and how they may best be harnessed. From these surveys—however incomplete they may be—there will be found certain items of work or service which are of immediate importance and urgency from the standpoint of the villagers, and which can be carried out by organising the local man-power and other resources. Such items should be taken in hand without delay, as a joint effort of villagers and rural workers. A change in the mental outlook of the people will become evident, once they begin to realise what power they themselves possess and what can be achieved by a little organization and co-operation. Once the villagers become fully engaged in worth-while pursuits, petty quarrels and factional differences which now divide, will tend to disappear.

When the villagers are ready to follow the lead of the rural workers and full confidence is established, then it is time to begin classes for the effective education of the adults as regards literacy and cultural subjects.

The Committee have emphasized the necessity of preparing the ground in the rural areas, but in urban areas there is a similar need. The urban worker, though resident in the city, is in most cases at heart still a villager, and carries with him his village mentality. Fortunately, however, there are outside forces in the urban areas which operate upon the illiterate worker. He is continuously exposed to things which awaken his curiosity. He can see the advantages which accrue from literacy. The problem is to overcome his inertia and really convince him that literacy is not only good as a possession for others, but is within the realm of possibility for him also. The task of preparing the ground is rendered less difficult in the cities, because of the many agencies which are prepared to co-operate, but it is no less important.

In organizing classes for adults we must always bear in mind that the adult who comes to a night class has already engaged in a day of labour. He is tired in many instances and is not in a mental condition to attend immediately to lessons. Hence a preliminary period of music, talks or stories serves a very useful purpose. In cities, where social centres are active, a period of play often precedes the actual work of the class.

During the class period proper the arrangement and method must be such as will make the adult feel at ease and confident that it is not at all difficult to learn. In order that the adult may not feel ill at ease because of slow progress due to absence, or inability to

learn rapidly, it may prove advisable to divide the class into sections, with the more advanced pupils assisting in the instruction of the slower pupils.

The teacher of the adult class is of more importance than any methods or materials. There is a definite current of opinion that the present primary school teachers in villages should be utilized for conducting adult classes, in the interests of economy. We do not deny that there are really capable and good men amongst the village teachers, but we cannot say that every village teacher can satisfactorily conduct an adult class. Temperament and a liking for social service, even at some personal inconvenience or sacrifice, are essential qualities required of the village worker, and no amount of training—in the sense in which the term is understood at present—will develop these qualities in a worker. While we should not go so far as to say that no inexperienced workers, even though trained, should be sent into the villages as teachers of adults, it is our belief that better results will be achieved if suitable men and women from the existing group of teachers and rural workers are selected on the basis of their past records and abilities, and given suitable training for the carrying out of their new responsibilities. These workers may then be placed in charge of the more important centres, and junior workers assigned as apprentices under them in the surrounding villages or hamlets. Such a procedure will automatically bring forth a supply of satisfactory village workers.

We believe that the Central Adult Education Board should lay down certain general principles for guidance in the selection of teachers, but that the actual selection of workers should be left to the District Adult Education Committees. Arrangements for the training of workers may be made at suitable centres by opening special classes for new recruits; by half-yearly conferences at central places for the workers from 50 or 60 of the surrounding villages; and by circulation of a weekly or fortnightly periodical, specially edited for the purpose, embodying the progress of the work at the different centres, the difficulties experienced, and how these difficulties are being or can be met.

As regards methods of teaching, we do not wish to recommend any particular method to be followed rigidly, for all existing methods are in the experimental stage. The teacher should make every effort to ensure that the class be not too tedious and the adult does not lose interest. The resourceful teacher, who understands the psychology of his adult students, will himself discover that method which is most suitable and successful. The personality and the outlook of the teacher count for much in successful teaching. Experiments in methods of teaching, not involving appreciable expenditure, should be encouraged in the first five years—after which time there may be a stock-taking.

The teacher must understand from the beginning that the adult is not a child and should not be treated as a child. He should look upon his adult pupils as friends and equals, who though lacking in literacy education may be wiser in life experience. The teaching should be as informal as possible, and the time spent in such a

congenial fashion that the adult will be eager to attend the next session of the class. It is to be hoped that the desire to continue learning may originate from within and not be due to any external pressure.

For adults in the first stage of their training for literacy we should have literature :

- (a) printed in bold type ;
- (b) containing short and simple sentences in the local dialect ;
- (c) dealing with the needs and requirements of the adult population, both men and women ;
- (d) relating to local affairs ;
- (e) of human interest.

These materials can either be issued as separate sheets or bound together in small booklets.

For adults in the continuation stage we may have books printed in normal type, with lessons in the form of stories depicting the different aspects of rural or town life ; lives of historical personages ; and such religious subjects as may have cultural or inspirational value. Lessons dealing with historical personages and religious subjects must be very carefully planned so as not to wound the religious susceptibilities of any section of the population. The regular lesson material should be supplemented by simple news sheets in the various vernaculars. (A list of books which may be used in continuation classes is in Appendix I.)

The materials specially prepared for teaching adults reading and writing, which are now available, include :

(a) those prepared by the Shri Daxinamurti Vidyarthi Bhuvan, Bhavnagar, for Gujarati and Marathi ;

(b) those prepared by the Saksharata Prasarak Mandal, Poona, for Marathi ;

(c) those prepared by the Headmaster, Government Normal School, Ghakkar, Punjab, and the Headmaster, Urdu School, Sangli, for Urdu ;

(d) those prepared under the auspices of the National Christian Council, Nagpur, based on the Laubach Method, for practically every language area in India.

These books can be used for adults in the preliminary stage of literacy, but their number must be considerably increased and their quality improved to satisfy to a greater extent the requirements laid down above. With a good book, the reader does not feel tired, his interest is kept up till the end, and his appetite for more and more reading material is maintained or even increased. Bearing this fact in mind, considerable latitude should be allowed to the individual teacher to use those materials which he regards as most suitable to secure the desired progress and to maintain the interest of the adults.



## CHAPTER VII.

**The Education of the Adult Woman.**

[Term of Reference No. VIII.]

The Committee regard the education of adult women as of more than ordinary importance, for there is little hope of attaining literacy on a wide scale without the co-operation of the mothers.

The scheme of organization, which we outlined in Chapter IV, and explained in greater detail in Chapter VI, provides for using both men and women workers. Practically, however, it will prove difficult to secure a sufficient number of trained women for village work and hence in many centres, women will either have to avail themselves of the facilities provided for the education of men or receive instruction at the hands of untrained literate women volunteers from their own local groups. It is the general feeling of the Committee that, wherever possible, women should be taught by women. A man teacher, though he may be able to teach a woman reading and writing, can never acquire that intimacy and confidence with his adult women students, which are the necessary accompaniments of successful teaching. Even where the women are willing to attend mixed classes it will be very difficult to find a suitable time, because of the woman's responsibility for domestic duties. If conditions are such, however, that men and women can attend the same classes, a good deal of time, money and energy will be saved. In the first stages of literacy education the approach is the same for both men and women, and women often prove themselves to be quicker than men in learning. One way of meeting the problem is to endeavour to secure as rural workers, married couples with such training that both husband and wife can serve in the educational programme. But we are faced here with a real difficulty which cannot be easily solved.

In villages where there are girls' schools, the services of the mistresses of the schools may be utilised for the teaching of adult women. The number of such mistresses, however, is still very small. An increase in the number of women primary school teachers in the villages will benefit primary education and Adult Education alike.

In a growing number of centres interest is being taken in infant welfare and maternity work. There is no reason why the adult education of women cannot be a part of this movement. A woman in learning to read and write might, with great profit, be introduced to materials relating to maternal hygiene and child welfare, instead of the more general stories now found in the school primers. The rural health visitors, of which there are an increasing number, are a very valuable educational ally.

The experiment might well be tried of introducing a few rural social service centres in selected villages, utilising the joint services of the school mistresses, the public health workers, and women rural workers employed by the Central Adult Education Board. If these

women lived together, and worked as a team, along the lines of a social settlement, certain of the difficulties which militate against a single woman worker going into the village, might be obviated.

It is also suggested that literate men should be encouraged to teach the illiterate women members of their own households. While the Committee believe that no means of furthering the education of village women should be overlooked, they would by no means regard this method of approach as a satisfactory substitute for women's classes, and would strongly urge the formation of specific classes wherever possible.

When all is said and done, much will depend upon the initiative and resourcefulness of the women members of the District and Taluka Adult Education Committees. It can therefore be seen that the appointment of the women members of these Committees is much more than a routine matter.

In the towns and cities, even though a full supply of trained women workers may not be available, there are other resources to draw upon. The educated women of the middle class who possess some leisure can help their uneducated sisters in several ways if they are but given proper guidance and encouragement. In our country, where the joint family system still continues, there are many women in the family who are either dependent or widows, and whose time is not fully occupied. If those women, who are educationally and temperamentally qualified, can be enlisted for service in the cause of adult education, they will prove to be a powerful ally.

In the education of adult women, as in our general programme, the first step is the preparation of the ground. Systematic studies of any subjects should not be aimed at from the beginning. The first step is to awaken the mind, to arouse curiosity and to stimulate interest. In rural areas all women's classes should begin by teaching some simple cottage industry of a local character such as spinning, basket-making, kalai or soap-making for which the materials are easily obtainable. These industries will attract the women and induce them to attend regularly. Great emphasis should be laid on child welfare work and maternity talks. If possible, women doctors or trained health visitors should be in charge of such classes. It must not be forgotten that a large number of the village women are over-worked and Adult Education should not be added as an additional burden. Instruction should be made as simple as possible, and in the colloquial language.

When actual literacy classes begin, the first few lessons should be given for a very short period of time. The aim should be to whet the appetite for more knowledge, but not to push the instruction to the point where the woman becomes weary.

Experience in the towns also indicates that a small sewing class or a handicraft class provides an inducement for women, who are not employed in labour, to attend the classes. During the sewing class a volunteer helper may be asked to read to the women some simple attractive story. At a later stage, talks may be given in

very simple language, on health, cleanliness, general sanitation, child welfare, nutrition, common diseases, and infectious diseases and their prevention. The civic responsibility of every citizen, man or woman, should be emphasized over and over again. Some knowledge of the laws of inheritance for women should be imparted. Social evils such as untouchability, child marriage, polygamy and purdah should be discussed. A working knowledge of the Post Office, railways, tram service, road rules and the like should be given. As the women advance in knowledge, more serious lectures can be arranged for them.

The actual literacy classes should be carried out in line with the principles discussed in the preceding Chapter.

Every organised Women's Association should be asked to send volunteers and workers to co-operate in this task of spreading literacy and knowledge of elementary civics and modern ideas of health and sanitation. The members of these Women's Associations should be asked to organise active and intensive propaganda for creating the desire to attain literacy and for creating a consciousness of the need for further education among women. They should submit a panel of the names of their members who are willing to teach, or talk to women's classes or mixed classes on definite subjects. Such lists may be further divided into those women requiring a small remuneration for out-of-pocket expenses and those willing to undertake the work voluntarily. This procedure would apply not only to large cities, but to smaller towns where there are sub-constituencies of the All-India Women's Conference or affiliated Committees of the National Council of Women, of the Seva Sadan and other kindred associations.

A similar panel should be drawn up of those women who are prepared to visit in the homes and to encourage women to attend existing classes. These women may also discover areas in which new classes can be opened with profit. Women volunteers may further arrange for the collective care of small children, as in nursery schools, while the mothers are attending classes.

Each Welfare and Health Centre which is regularly attended by a large number of women, should be supplied a teacher from one of the above panels, whose duty it would be to talk to and teach the waiting women. This applies also to any other centre where women congregate regularly.

Government, in working out their new scheme for subsidising medical practitioners in rural areas, should subsidise as many women doctors as are available. It should be one of the duties of the subsidised practitioners (both men and women) to help in organising classes for men and women and to teach them simple rules of health, nutrition and general sanitation. The teaching of health habits to adult women, particularly in the rural areas, is of primary importance.

The education of the woman industrial worker presents peculiar difficulties. The woman worker, not only has her duties in the industrial establishment, but also at home before going to work, and

again at home after returning from work. Her lot is by no means an easy one. The only solution of this problem, which appears to present any promise, is to appeal to the public spirit and humanity of the employer to allow classes for such women to be held on company premises, on company time, at fixed regular intervals. Failing this, there is little hope for her education. The casual woman worker—the woman worker employed as a cooly in the building and other trades, where it is impossible to stop work and to bring the women together into classes—presents for the present a seemingly insoluble problem. Probably the best that can be done for this group is general talks and entertainment on Sundays and holidays. The problem waits for its final solution upon the general raising of the economic standard.



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## CHAPTER VIII.

### Village Libraries.

#### THEIR ORGANIZATION; MAINTENANCE; FINANCE.

[Term of Reference No. VI.]

In this Chapter we present a plan for the organization of Village Libraries under the general direction of the Central Board of Adult Education. The scheme, which is explained in detail, looks forward to covering the Province with a network of reading rooms and Libraries as the expansion of the literacy movement makes such extension practicable. When the full scheme is in operation there will be:—

- (a) District Libraries for the 20 Districts.
- (b) 15 to 20 Group Circulating Libraries under each District Library.
- (c) 5 or 6 Village Circulating Libraries under each Group Circulating Library.
- (d) Approximately 8,000 Reading Rooms.

A system of village libraries has its place in Adult Education only when the appetite for reading becomes sufficiently developed amongst the literate adults. Before this stage is reached, the libraries should be restricted to villages having full-grade primary schools. In villages with primary schools of the lower grade, or where the number of people who are already literate or have attained literacy certificates under the new scheme exceeds twenty, or where the Local Adult Education Committee demands it, there should be established a reading room, supplied with new-sheets of current topics and a number of magazines, etc., from a central place in the area. The teacher or the senior boys in the school should read the contents of the new-sheets to gatherings of village people and the new literates should be encouraged to go through the new-sheets and to try to read the magazines at their leisure. The object of these reading rooms would be to prevent literates from lapsing into illiteracy and to stimulate the interest of the adults in reading. The village Panchayat should have power to convert the reading room into a village library, at its cost, when it so desires. In connection with these reading rooms, use should be made of news-boards or notice boards. Wherever a school library programme is in operation, the Local Adult Education Committee should co-operate with this programme to the fullest extent possible.

Village libraries should be of the circulating type, the headquarters being located at the place where there is the central bazar as well as the post office.

The group circulating library should be organized on co-operative lines, each village library contributing a sum of Rs. 25 annually to the group circulating library, which in turn should give once every fortnight or less often, according to the requirements of the

local situation, a box containing 25 to 30 books to the village library for use. The group circulating library will in turn be a member of the District library, to which it will pay an annual fee of Rs. 100 and be supplied in return, once every three months, with a set of six boxes of books for village circulating libraries.

When the work of adult education becomes fairly advanced, there will be about five or six village circulating libraries under each group circulating library, and there will be between fifteen to twenty group circulating libraries under the District Library.

*The village reading room* should be looked after by the rural worker or primary school teacher who is found suitable for the work. No monthly allowance should be allowed for this work of supervision. The expenses for lamp and oil and sundries should be met by the Local Adult Education Committee. The subscription for news-sheets and magazines should not exceed Rs. 10 per year for a small reading room—provided the District Adult Education Committee arranges for the collection and distribution of newspapers and magazines, which are no longer of use to the subscribers in the towns of the district.

As regards maintenance and finance, the village reading rooms should be maintained and financed by the Local Adult Education Committee, in co-operation with the village panchayat and co-operative society. The annual cost of such a reading room should not exceed Rs. 25 and the whole of this amount can be met from the village improvement fund and a contribution from the co-operative society.

In the case of *village circulating libraries* the position will be somewhat different. New books will have to be purchased and old books repaired, so that the annual total expenditure will be about Rs. 100 detailed as under:—

	Rs.
Contribution to the Group Circulating Library for	
books ... ..	25
Upkeep of furniture ... ..	12
Upkeep of premises ... ..	24
Transport charges ... ..	24
Miscellaneous ... ..	15
	<hr/>
	100

The initial capital cost will be about Rs. 50 for cupboards, furniture, etc. The Central Adult Education Fund should bear costs to the extent of 50 per cent. towards the capital expenditure and 25 per cent. of the maintenance cost during the first two years—75 per cent. of the maintenance cost being borne by the Local Adult Education Committee. This will not be a heavy charge if the villagers can be persuaded to keep the premises clean and arrange for the transport of boxes. Through proper co-operation the expenditure on items 2, 3 and 4 above, could be completely eliminated. When once we create the will to have a library, the villagers will undoubtedly respond by contributing their services for maintenance.

Village libraries should be planned for the use of both men and women readers, and should not fail to have a supply of books of special interest to women readers.

Since there will be about 2,000 village libraries when once the programme gets under way, the amount of grant-in-aid on their account will be Rs. 50,000 for capital expenditure and Rs. 50,000 for annual charges.

The annual budget of a *group circulating library* will be somewhat on the following lines :—

Income.		Expenditure.	
	Rs.		Rs.
Contributions from village libraries		Contribution to District Library ...	100
6 at Rs. 25 ...	150	Clerical Work ...	60
Grant-in-aid from Central Adult Education Fund .	50	Repairs to boxes, etc. ...	25
		Miscellaneous ...	15
	<hr/> 200 <hr/>		<hr/> 200 <hr/>

The transport charges will be borne by the village libraries. The capital cost will be about Rs. 150 (Rs. 100 for the initial contribution to the District library and Rs. 50 for furniture, etc.). 50 per cent. of this will be financed from the Central Adult Education Fund. Recapitulating, with the work of adult education fairly developed we should expect to have 15 to 20 group libraries working in each district, and about 5 or 6 village circulating libraries under each group. Thus in the 20 districts taken together, there will be about 350 group libraries, 2,000 village circulating libraries and 8 to 10 thousand reading rooms. The total financial liability on account of the 350 group circulating libraries would be Rs. 26,250 towards capital expenditure, and Rs. 17,500 towards annual maintenance.

So far as the *District libraries* are concerned, they will be 20 in number—one for each District. The annual income and expenditure will be as follows :—

Income.		Expenditure.	
	Rs.		Rs.
Contributions from group libraries at Rs. 100 each ...	2,000	New books ...	1,000
Grant-in-aid from Central Adult Education Fund .	750	Librarian and his establishment and office expenses ...	1,000
		Boxes ...	250
		Transport 4 times to 20 Centres ...	400
		Miscellaneous ...	100
	<hr/> 2,750 <hr/>		<hr/> 2,750 <hr/>

The amount required for capital expenditure would be Rs. 2,500 for 500 boxes; Rs. 12,500 for books; Rs. 1,000 for miscellaneous expenses—the total being Rs. 16,000 per District for a provision of 500 boxes. Out of this amount Rs. 2,000 will be realised from the initial contribution from the group circulating libraries. The remaining Rs. 14,000 will be met by 50 per cent. contribution from the Central Adult Education Fund or Rs. 7,000 and 50 per cent. or Rs. 7,000 from collections in the District. This amount can be collected by contributions from co-operative financing agencies or societies; the village improvement fund at the disposal of the District authorities; District School Board funds, etc.

The District Library would be under the direct control and management of the District Adult Education Committee, just as the group and village libraries would be under the control of the Local Adult Education Committees.

The total financial liability on the Central Adult Education Fund on account of the 20 District Libraries would be Rs. 1,40,000 for initial expenditure and Rs. 15,000 for annual expenditure.

The following statement summarises the whole organization of libraries and reading rooms when the Adult Education Movement is sufficiently developed:—

	Number.	Management and Control.	Total Expenditure.		Contribution from Provincial Fund, i.e., Central Adult Education Fund.	
			Capital.	Annual.	Capital.	Annual.
			Rs.	Rs.	Rs.	Rs.
(1) Reading Rooms ..	8000	L. A. E. C. under D. A. E. C.	Nil.	2,00,000	.....	.....
(2) Village Circulating Libraries.	2000	Do. ...	1,00,000	2,00,000	50,000	50,000 for first two years.
(3) Group Circulating Libraries.	350	Do. ...	52,500	70,000	26,250	17,500
(4) District Libraries.	20	D. A. E. C...	3,20,000	55,000	1,40,000	15,000
Total ...	10370	.....	4,72,500	5,25,000	2,16,250	82,500

## CHAPTER IX.

## Visual Education and the Radio.

[Term of Reference No. VII.]

In this Chapter, because of an amended Term of Reference, the Committee departs from a strict consideration of the Adult Education problem and devotes a certain amount of attention to the question of the reorganization of the present Department of Visual Instruction "to enable it to play a more effective part than at present in the education of the adult as well as the child, in the institutions intended for the former as well as in primary and secondary schools".

It is quite likely that this particular Chapter in our Report will be disappointing to many. It is also quite likely that, if we had been charged with the preparation of a Report on Visual Education alone, as was a Committee recently by the Central Provinces Government, our conclusions would have been different.

When first faced with the question of the use of visual aids and the radio in education, our immediate reaction as modern men and women was that all such agencies should be used to the full. But as our problem began to unfold itself, we came to feel that as adult educators we were becoming restricted and hemmed in. Despite our theories and prejudices in the direction of modern methods, we were unable to expel from our minds the picture of millions of our fellow citizens in this province, completely illiterate; and there are no adequate funds in sight to initiate a wide-spread programme for their relief. As one member of the Committee aptly put it "Are we justified in attempting to provide cake, when the millions are without bread and particularly when the nutritive value of the cake is doubtful?"

If it could be proven that the introduction of the cinema and the radio would be educationally effective in proportion to their cost there would be no argument. But unfortunately at the present time such a case cannot be made out.

Even in highly educated and industrialized countries the value of the cinema as an agent of adult education is still unknown. In India, apart from keeping statistics of the numbers of films or slides shown during the course of the year, nothing has been done at all on scientific lines to study the educational value of such mechanical aids. Despite the long and widespread use of the cinema in American education, *The Handbook of Adult Education in the United States* for the year 1936, reports: "Experiments to determine or measure the pedagogical value or effectiveness of visual aids in stimulating interest, attention and retention are still in the infant stage. Apart from the few psychological experiments on learning by means of various sensory aids, little is known scientifically about the specific contribution of visual aids to the learning process, particularly in the case of adults. Despite all the general confidence

and enthusiasm about the use of visual aids, no definite knowledge is available as to which sort of subject matter is most amenable to interpretation by visual methods".

In the opinion of the Committee, the slides and films shown today in the various schools, even in the best organized ones, are of limited value educationally. If any real educational effect is to be achieved, such films and slides have to be prepared for, by very careful preliminary teaching and by proper follow-up and demonstration. Again, they are of little value unless co-ordinated with the studies of the class—whether of adults or children—and discussed in small groups during or almost immediately after the showing. If this is to be done, the teacher or demonstrator must himself be fully conversant, not only with the matter being shown, but with the folk to whom it is being shown and the possible reaction on them. If the teacher is to be fully conversant with the visual matter as well as with his own pupils, almost every teacher will have to see the slides or films before they are shown to the class. With the present staffing of schools or classes this is scarcely possible. The present financial conditions, the numbers in schools, the numbers in classes, the general building congestion, the quality and training of teachers, and the type of films and slides available all work against an effective programme of visual instruction.

The committee would not belittle the added zest that visual aids may give to life in general but in their opinion Government are faced with the situation of first things first. There are not sufficient educational films available in India to make even a respectable beginning for a general programme of visual instruction.

The producing of special films is very expensive and unless a large number are produced they will be of little value.

The villager, long-suffering though he is, soon becomes tired of seeing the same round of health films—especially since the most of them are not pleasant. It has been the experience of individual members of the Committee, that when talking afterwards to women who have attended such exhibitions they have discovered that these women have quite missed the essentials and that some quite stray and strange point or aspect has remained with them. This is not so much an argument against the use of films as a warning that, if the full value is to be obtained from such exhibitions, there must be both preliminary planning and organised follow-up work. But at the same time it is only fair to recognise that very few of the villagers who attend our cinema shows come for educational purposes. In most cases they come because this is one means of relieving the general boredom of village life. This in itself is not bad; the villager is entitled to recreation. But we must be clear what we are doing. The educational result is open to question. As educators we must bear in mind that "seeing is not a substitute for reading", and that more and better results can be achieved at less cost with small regular classes than with great crowds collected together to watch a film.

At present 39 Government institutions and 26 inspecting officers of the Education Department possess magic lanterns. The easiest thing for us to say would be that each institution and inspecting officer should be provided with a cinema machine, and, where there are no electric installations, with portable generating sets as well. A given number of films might then be purchased and circulated among the institutions and inspecting officers by rotation, just as slides are circulated at present. It is estimated that probably 200 16 mm. silent films would make a satisfactory beginning, and that 25 new films should be added each year. The practical question, finance apart, is where are the 200 original films and 25 new films to be found? As we have stated above, simply to select a group of films because they are available is not education—particularly when the most of them will be imported from the West and bear little relationship to Indian conditions. Unfortunately, motion picture production and distribution are for the most part in the hands of commercial producers who are either unaware of the value of or uninterested in educational films. Educators, on the other hand, very rarely have sufficient technical training to produce suitable films, to say nothing of co-ordinating them with the school curriculum. It is simple to say that Government should produce educational films, but the production of educational films requires a complete staff of script writers, directors, technically trained artists and photographers. In our opinion the production of educational films by Government must wait upon the liquidation of more immediate and pressing responsibilities.

The Committee feel that the first step in the reorganization of the Visual Education Department is a taking of stock. Let the question be carefully considered, how far the present method of work is really educational. Although the annual total of showings is fairly impressive, when one considers the vast area covered and the number of people dealt with, the educational effect cannot be said to be great, for there is no continuity of programme. Even Government institutions, which get preference, rarely get more than 20 sets of slides in a year.

The work of the Department could be considerably improved by decentralization, so as to facilitate the distribution of the available materials. This would mean a considerable increase in personnel, but this personnel would also prove valuable in furthering the general programme of rural reconstruction.

It is not the intention of the Committee to be unduly critical, but the Committee feel that if the aims of the Visual Education Department are to be truly realised, the next step is not more lanterns or cinema machines, but such internal planning and co-ordination as will make the use of the existing materials more effective.

This preliminary step taken, we should certainly urge that the slides and films under the control of the Education Department should be utilised to the fullest possible extent in the programme of Adult Education.

Regarding the Radio, it undoubtedly has educational potentialities, but its present state of development is not such that it can be regarded as a powerful educational factor. Progress in the urban areas presents no great problem, but the economical working and proper supervision of rural broad-casting, so long as no electric power is available in villages, must be dependent to a great extent, upon the concentration of sets in a comparatively small area where they can be served without difficulty by a charging unit and in an area which is near enough to the transmitter to allow for good reception at all times of the year and to ensure proper mechanical supervision. This considerably limits the scope and effectiveness of the village broadcasting programme. The North West Frontier Province Government, the Punjab Government, the Government of Bengal and the Government of Bombay have been experimenting with village radio, but the best that can be said is that rural broadcasting is still in a nascent state. The Committee believe that further experimentation should be continued, but at present they feel that the radio must be looked upon as an auxilliary agency in an adult education programme.

Various memoranda have emphasized the educational value of specially prepared gramophone records, which, unlike the radio, can be played at any time in any convenient place. The records can also be passed about from village to village. Until such time as the educational side of broadcasting becomes more developed and cheap receiving sets are made available for village use, the gramophone can well continue to serve as an adjunct to the more formal educational programme.

Twenty-five hundred years ago the Greek poet, Hesiod, wrote : "Before the gates of excellence the high gods have placed sweat, Long is the road thereto, and rough and steep at the first. But when the height is achieved, then there is ease, though grievously hard in the winning". These lines may still be pondered by those who are seeking educational shortcuts.



## CHAPTER X.

## Certificates for Literacy Attainment.

[Term of Reference No. X.]

There is a division of opinion upon the subject of granting certificates for literacy attainment. Those who favour granting such certificates believe that this recognition will be of value in encouraging adults to attend classes and to attain a certain standard of literacy. In their opinion, these certificates will also be useful when preparing Electoral Rolls where the franchise is based on literacy, and in securing service or better prospects. The main argument against the granting of such certificates is that literacy can easily be tested at any time on the spot—which is not the case with other subjects. It is quite likely that the employer, for example, will prefer to depend on such ready-tests, than on certificates which are likely to be misused, or may misrepresent facts, in case of lapse into illiteracy. It is also doubtful what value the majority of village adults would attach to these paper certificates. There is no doubt that some form of encouragement is necessary at the start and in the first few years.

The question is, whether that encouragement should be in the shape of literacy certificates or in some other form.

The Committee feel that every form of encouragement should be tried, provided that necessary precautions are taken to prevent misuse or fraud or misrepresentation of facts. As stated in Chapter III, the Committee are prepared to accept the Census standard as the minimum standard of literacy. Those who reach this standard and satisfy the tests prescribed may be given a certificate. We do not suggest that every adult should actually appear before an examining board to test his fitness for a literacy certificate. Those who show satisfactory attendance and progress in the class, as assessed by an inspector in accordance with the standard laid down by the Central Adult Education Board, should ordinarily be eligible for certificates.

Amongst other forms of encouragement, the Committee would suggest some recognition of the village or town which attains a given percentage standard of literacy by the end of December 1940. This date is chosen because of the opportunity offered of making a check during the census of March 1941. A suitable banner, or some other token, might be presented to the village in a Darbar specially held for the purpose. The teacher or the volunteer who educates 100 adults up to the prescribed standard of literacy should be given a badge in recognition of his or her services.

There is another kind of recognition, which if brought into operation might give considerable impetus to this movement. It is possible for Government to give certain concessions to villagers, as

regards natural resources available in Government lands and forests, or as regards administration of law or rules and regulations without any serious loss in the present revenue.

A list of such concessions can be prepared for each village or tract ; and the villages, which take up the work of Adult Education seriously and reach the minimum requirements laid down for the year 1939, should be given preference as regards these concessions, as well as regards special provision of other works of public utility, such as roads, bunds across nalas, irrigation facilities, and medical and veterinary aid. This policy would go a long way in making the villagers work for their own uplift in the matter of education. But the successful working of such a scheme depends upon the methods of administration of the officers on the spot, for even the most liberal policies of cabinets may be lost in the wilderness of red-tape or be fettered by the rigidity of administration.



सत्यमेव जयते

**CHAPTER XI.****Grants-in-Aid.**

[Term of Reference No. IX.]

The Committee do not feel that they should, at this time, make any recommendations regarding the basis on which grants-in-aid for adult education should be made.

The scheme which we have put forward visualises a province-wide organization for Adult Education, under the direction of a Central Education Board. We believe that it should be the function of this Board to determine the basis of grant.

In the meantime, until the scheme is actually put into operation, we would recommend that the existing scheme of grants to special classes should be continued and extended.;



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## CHAPTER XII.

## Summary of Recommendations.

Number.	Recommendation.	Page.
1.	Adult classes should be opened on a wide scale only after previous preparation of the ground ...	4
2.	The first step in a programme of Adult Education as it affects the villager, should be an endeavour to help him to overcome his dejection and apathy and to find an interest in life ...	4
3.	Adult Education must have a very prominent place in any programme looking forward to building up and organising a strong and efficient democracy...	5
4.	Adult Education should not be regarded as mass political propaganda ...	5
5.	All illiterates between the ages of 14 and 50 should be regarded as candidates for education ...	5
6.	The liquidation of illiteracy calls for an attack upon two fronts— (a) the extension of primary education (b) the extension of Adult Education } ...	6
7.	Government should use all legitimate means of propaganda to arouse the villager from his lethargy ...	7
8.	The Committee accept the Census Definition of Literacy, as a minimum standard, but strongly urge that, wherever possible, literacy education should extend beyond this bare minimum ...	8
9.	Government have a definite duty to promote literacy education ...	8
10.	Government, acting through their Central Adult Education Board (to be created) should formulate a definite policy of advance, indicate certain standards of progress and recommend methods and materials for furthering adult literacy ...	8
11.	Government should assist in training workers for the literacy campaign ...	8
12.	Government should be largely responsible for the finance of the literacy programme ...	8
13.	Government should take the lead and strive to make their own employees literate within one year ...	8
14.	Text books for literacy classes should bear a relation to the occupational life of the people ...	8

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15.	Government should give grants-in-aid to supplementary vocational training classes ...	9
16.	Government should give grants-in-aid to Adult Education work at the extension level ...	10
17.	Government should both directly and indirectly encourage adult recreational activities ...	10
18.	The major responsibility of Government for Adult Education should lie in the field of literacy education ... ..	11
19.	The Adult Education movement in rural areas should be linked up with a general programme of rural reconstruction ... ..	12
20.	Any practicable scheme for Adult Education should be comprehensive enough to utilize to the full all agencies now at work in the field ... ..	13
21.	Adult Education should be one of the compulsory duties of School Boards, but not of the educational staffs of the Boards ... ..	13
22.	Every training institution should regard training in teaching adults as an important part of its curriculum ... ..	13
23.	The Committee recommend the creation of a Central Adult Education Board of three members for organising and administering the Adult Education programme within the Province ...	14
24.	This Board should work in the closest co-operation with the Education Department ... ..	14
25.	The members of the Board should be the best people available in the province and should hold office for a period of five years ... ..	14
26.	Upon appointment, the Board should survey the field and submit its detailed proposals for work to Government ... ..	14
27.	Government should determine their policy upon the basis of these proposals ... ..	14
28.	The Central Board should be responsible for the preparation of the whole machinery ...	15
29.	The Central Board should appoint Divisional, District and Taluka Adult Education Committees.	15
30.	There should be four Divisional Adult Education Committees of three members each; the term of office should be for three years ...	15
31.	There should be about 30 Urban Adult Education Committees, which should be autonomous ...	15

Number	Recommendation.	Page.
32.	There should be 20 District Adult Education Committees, of five members each, selected for a period of two years ... ..	15
33.	There should be Taluka Adult Education Committees of five members each, selected for a period of two years ... ..	16
34.	The District Adult Education Committees should appoint Local Adult Education Committees, of not more than seven members each, the members to hold office for a period of two years ...	16
35.	Only the three members of the Central Adult Education Board should receive salaries ...	16
36.	Administrative expenses of the various committees should be regarded as a legitimate charge on the total budget ... ..	16
37.	Urban Adult Education Committees should be financed locally ... ..	17
38.	Recommendations regarding possible ways of raising funds for the use of the Central Adult Education Board ... ..	17
39.	The Committee recommend certain factors to be taken into account by Government in considering their financial policy ... ..	17
40.	There should be a strong inspectorate under the Central Adult Education Board ... ..	18
41.	Wherever possible, the services of the inspecting staff of the Department of Education should be utilised ... ..	18
42.	The organization must not be too rigid—experimentation should be encouraged ... ..	18
43.	Adult Education classes when publicly supported, should be open to all, irrespective of birth, caste or creed; though some modifications of this principle may need to be made in the case of women's classes ... ..	18
44.	Adult Education classes receiving public financial support should not be used as propaganda for any particular religion ... ..	18
45.	Prisoners in central jails should be regarded as candidates for adult education ... ..	18
46.	The system should never become so interested in numbers that it loses sight of men and women.	18
47.	The employers should share responsibility with Government for the education of workers ...	19
48.	The Committee do not recommend that the Mundhwa Scheme should be introduced into all industrial establishments ... ..	20

Number.	Recommendation.	Page.
49.	It should be possible to extend the Mundhwa Scheme in small establishments, where close, friendly relationships prevail between employers and employees ... ..	20
50.	Government should appeal to employers of labour to regard the eradication of literacy among their employees as a moral and social duty ...	20
51.	Workers' classes, wherever possible, should be held in company premises ... ..	20
52.	Recommendations for financing workers' classes ...	21
53.	"Employers of labour" should not refer simply to the Cotton Textile Industry and Railways. It should refer to all establishments coming under the Factory Act ... ..	23
54.	Any compulsory contribution should be levied on all such employers ... ..	23
54a.	Government and the Local Authorities should not only share in the joint contribution, but also give an impetus to the movement by educating their own illiterates ... ..	23
55.	If Government can devise means for reaching small employers and private agencies employing illiterates, these should certainly be regarded as potential contributors ... ..	23
56.	A compulsory levy should not be made upon labour at this stage ... ..	23
57.	The Adult Education of workers in some industries might be undertaken by the workers themselves.	24
58.	The Central Adult Education Board should sponsor preliminary work planned to secure the confidence of the people ... ..	25
59.	The rural adult worker should not only know education, but also rural conditions ... ..	25
60.	The members of the Local, Taluka and District Adult Education Committees should place their specialised knowledge at the service of the people ... ..	26
61.	Workers, where possible, should move about in groups—the abilities of one worker supplementing the abilities of another ... ..	26
62.	In areas where the people are psychologically ready, adult classes may be opened without delay ...	26

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63.	So far as is possible, new work should not be started in isolated villages, but in natural tracts including about 40-50 villages and hamlets ...	26
64.	A preliminary survey tour should be made before beginning work ...	26
65.	The workers should determine what available resources—both natural and human—are still unemployed, and how they may best be harnessed.	27
66.	Preliminary ground work must also be done in urban areas ...	27
67.	Suitable men and women from the existing group of teachers and rural workers should be selected on the basis of their past records and given suitable training for carrying out the new adult education programme ...	28
68.	The Central Adult Education Board should lay down principles for guidance in the selection of teachers, but the actual selection of workers should be left to the District Adult Education Committees ...	28
69.	Plans recommended for the training of workers ...	28
70.	Experiments in methods of teaching should be encouraged ...	28
71.	The teacher should understand the psychology of the adult illiterate ...	28
72.	Recommendations regarding literature for adults in the first stage of literacy training ...	29
73.	Recommendations regarding literature for adults in the continuation stages ...	29
74.	The number of materials for the use of adults in the preliminary stage must be increased and their quality improved ...	29
75.	Considerable latitude must be allowed to individual teachers in the choice of materials ...	29
76.	Writers and publishers should be given encouragement to produce new materials ...	30
77.	News sheets should supplement the more formal materials used for continuation classes ...	30
78.	The education of adult women should be regarded as of more than ordinary importance ...	31
79.	Wherever possible, women students should be taught by women teachers ...	31



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80.	The attempt should be made to secure for Adult Education work in rural areas, married couples with such training that both husband and wife can serve in the educational programme ...	31
81.	In villages where there are girls' schools, the services of the mistresses of the schools should be utilised for the teaching of adult women ...	31
82.	The number of women primary school teachers in the villages should be increased. This move will be of benefit both to primary and adult education ...	31
83.	The adult education of women should be related to the maternity and child welfare movement ...	31
84.	Literate men should be encouraged to teach the illiterate women members of their households, but specific classes for women should be formed wherever possible ...	32
85.	As much of the success of the education of adult women will depend on the initiative and resourcefulness of the women members of the District and Taluka Adult Education Committees, great care should be exercised in their selection ...	32
86.	In towns and cities, educated women of the middle classes should be encouraged to help in the education of their illiterate sisters ...	32
87.	In women's adult education, as in general adult education, the ground should first be prepared ...	32
88.	In rural areas all women's classes should begin by teaching some simple cottage industry of a local character ...	32
89.	Great emphasis should be laid upon child welfare work and maternity talks ...	32
90.	Adult education should not be forced upon over-worked women as an additional burden ...	32
91.	Instruction should be made as simple as possible, in the colloquial language ...	32
92.	The literacy classes should only be held for a short period of time in the early stages ...	32
93.	Sewing or handicraft classes should be introduced as an inducement for women in the towns to attend the classes ...	32
94.	Recommendations regarding the curriculum for women's classes ...	33

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95.	The co-operation of Women's Associations should be sought ... ..	33
96.	Collective care should be provided for small children in order to enable mothers to attend classes ... ..	33
97.	Government should subsidise women doctors in rural areas, and the services of the doctors should be enlisted in the adult education programme ...	33
98.	An appeal should be made to employers to arrange for the education of women industrial workers on company time ... ..	34
99.	Until the literacy campaign becomes sufficiently developed, libraries should be restricted to villages having full-grade primary schools ...	35
100.	Recommendations regarding the functions of village reading rooms ... ..	35
101.	Village libraries should be of the circulating type ... ..	35
102.	Above the village libraries, there should be group and district libraries ... ..	35
103.	Village reading rooms should be maintained and financed by the local Adult Education Committees, in co-operation with the village panchayat and co-operative society ... ..	36
104.	Recommendations regarding the finance of village circulating libraries ... ..	36
105.	Village libraries should be planned for the use of both men and women readers, and should contain a supply of books of special interest to women readers ... ..	37
106.	Recommendations regarding the finance of group circulating libraries ... ..	37
107.	Recommendations regarding the finance of district libraries ... ..	37
108.	District libraries should be under the direct control and management of the District Adult Education Committees ... ..	38
109.	Group and village libraries should be under the control of the Local Adult Education Committees.	38
110.	The urgency of the literacy problem leads the Committee to recommend that expenditure for visual aids in education must be regarded as of secondary importance ... ..	39

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111.	Visual education, to be effective, should be carefully prepared for and followed up ...	40
112.	The production of educational films by Government should wait upon the liquidation of more immediate and pressing responsibilities ...	41
113.	The Visual Education Department should, as a first step, carefully consider how far the present method of work is really educational...	41
114.	The next step in visual education, so far as the Visual Education Department is concerned, should not be the purchase of more lanterns and cinema machines, but such internal planning and co-ordination as will make the use of the existing materials more effective ...	41
115.	This step taken, the slides and films under the control of the Education Department should be utilised to the fullest extent possible in the programme of adult education ...	41
116.	Further experimentation with village broadcasting is necessary ...	42
117.	In the present state of affairs, the radio should be looked upon as an auxiliary agency in an adult education programme ...	42
118.	The gramophone should continue to serve as an adjunct to the more formal educational programme ...	42
119.	Certificates for literacy may be given to those who attain the fixed standard...	43
120.	Special recognition should be given to villages which attain a fixed standard of literacy by December 31st, 1940 ...	43
120A.	Special recognition should be given to teachers who make 100 illiterate adults literate ...	43
121.	Government should consider making certain concessions to those villages which achieve a high standard of literacy ...	43
122.	Until the Central Adult Education Board works out a new basis for grants-in-aid, the existing scheme of grants to special classes should be continued and extended ...	45
	(Signatures)	

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E. J. AUSTEN.

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} *subject to minute  
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[P. T. O.]

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## MINUTE OF DISSENT NO. 1.

We, the undersigned members of the Committee, who have signed the Report, have done so subject to a minute of dissent which we record through this Note. The dissent is based upon what we regard as a matter of principle viz. that there should be no compulsion upon employers as a class—much less on any particular class or classes of employers—to contribute financially towards the education of their illiterate adult employees. In the first place we would emphasise that the Committee as a whole have rightly agreed that the responsibility for educating illiterate adults should be that of the State and we are in complete accord with this view. Our objection is two-fold—

(1) education (including that of adults) being primarily a responsibility of the State and of other local Self-Government Institutions, the employer of labour as a class should not be singled out for sharing that responsibility with the Government ;

(2) no invidious discrimination should be made between one employer and another, as for example by requiring factory owners to shoulder any part of the responsibility, but not other employers of labour such as Planters and Farmers or building contractors and motor bus owners.

It is, we urge, wrong in principle to make any particular section of the community—in this case the employer of labour—bear any part of what is recognised as the State's primary responsibility. It is even more objectionable to make any distinction as between one class of employer and another such as the Committee's Report seeks to make. It is our opinion that the utmost that might in reason be done would be only to invite employers to encourage the spread of literacy as a part of their national or civic duty, but no measure proposed should go beyond this. We are accordingly unable to agree with our colleagues on the Committee that any responsibility should be placed on employers as such for compulsory financial support to adult education.

2. Having regard to the fact that even primary education has not been made universal in this province and neither the State nor the local authority has yet found it practicable to discharge this responsibility, it seems to us clearly premature to embark on adult education schemes, which are of a discriminative character so far as concerns the allocation of financial responsibility for those schemes. This should in itself constitute a strong argument in favour of eschewing from the present Committee's report all suggestions of proposing a financial burden on or compelling employers or any particular class of employers to incur expenditure for the purposes of adult education even of their own employees.

3. Employers of labour for establishments working under the provisions of the Factory Act are also under certain special disabilities or handicaps. For example, statutory provisions require that employees working in Factories shall not be recruited until the

men or women have reached a certain age. If, owing to the non-enforcement or non-provision of facilities for primary education, men and women belonging to the labouring classes have remained illiterate up to the time of their recruitment, an attempt to allocate to the employer even partial responsibility of educating them would be unreasonable, as this would in effect amount to penalising employers for the failure of Government and/or Local authorities to discharge their responsibilities in regard to primary education.

4. It might be argued that the burden to be imposed on the employer would be only a part of the cost of educating the adult workers and that this will not prove too heavy for employers to bear. We would in this connection point out that various other measures calculated to improve the condition of the working classes of this province are under contemplation by Government, and every one of them, if ultimately adopted, would impose new monetary obligations on employers, the cumulative effect of which may easily prove too heavy for them to bear. So far as the textile industry is concerned, it has recently been called upon to bear an increase in its wage bill and we feel that in any case it is clearly harsh to make piecemeal additions to the burdens to be placed on employers. Apart altogether from this aspect, it is emphasised that our objection is to imposts on employers as a class, and also to discrimination between employer and employee. This objection is of a fundamental character, and we are therefore unable to support the recommendation made in Chapter V of the General Report of this Committee that employers of Factory workers must share the financial responsibility of supporting the education of their illiterate adult employees.

5. We are further of the opinion that, having regard to the principle already recognised by the Committee generally that education is the primary responsibility of the State, the suggested Committee of Economic Experts to consider the question of the capacity of industry to contribute towards the cost of adult education is unnecessary. We are emphatic that a general cess falling on the community would be the only just and equitable course open for collecting the necessary funds for adult education. This method will also secure to Government a larger revenue and thus help it towards a quicker solution of the Adult Education problem, since it must be realised that even in urban areas illiteracy is not confined only to factory workers. At the present stage we believe that all that employers may reasonably be requested to do should be limited to affording facilities for the use of their premises for the conduct of adult education classes, wherever this is found possible. While this step would not produce a contribution in cash from employers, it must be recognised that, as has been stated in the main Report of the Committee, such facilities would ensure a considerable lightening of the burden on Government, as the *per capita* cost of educating the adult illiterate would be reduced to less than half by allowing classes to be conducted on the employers' premises.

6. We would draw attention, in particular, to Section 135 of the Indian Railways Act which provides that a Railway Administration shall not be liable to pay any tax in aid of the funds of any local authority unless the Governor General in Council has by notification in the *Gazette of India* declared that the Administration shall be liable to pay the tax.

7. In conclusion we would remark that the recommendations embodied in Chapter V of the Report would appear in certain respects to be self-contradictory.

For example, the opening paragraph states :—

“While the primary responsibility for the literacy education of the adult worker rests with Government, the Committee feel that the employer must also share in this responsibility”.

Later on, however, occur the words :—

“The obvious question which arises is why discriminate against the employers. If a tax is to be levied why not levy it on all sections of the population? Perhaps this is the proper method of approach.....”.

We entirely agree with the view presented in the last quotation and maintain that the proper method of approach is only to levy a cess or tax on all sections of the population. It seems to us that the recommendation of an impost on employers is based on the apprehension that the employer as a class is not a sympathetic person or body of persons where the social amelioration of his employees is concerned. That this apprehension is misconceived and unfounded is evident from the fact that, to mention only two categories of the large-scale employer in this province, the Railways as well as the Textile Mills have systematically been spending money on the education of their employees' children as well as for their employees' and their children's recreation, relief of distress, etc. We feel, therefore, that no justification exists for trying any measure of compulsion on employers of labour to bear a share of the funds required for educating their illiterate adult employees.

S. M. BASRUR,

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Railway.

B. S. DABKE,

Representative of the Bombay  
Millowners' Association.

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Representative of the  
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Association.

E. J. AUSTEN,

Representative of the B. B. &  
C. I. Railway.

## MINUTE OF DISSENT No. 2.

The term of reference No. 7 of the Adult Education Committee runs as follows :—

“7. Place of the Magic Lantern, the Cinema and the Radio in Education. How far is it possible to reorganise the present Department of Visual Instruction to enable it to play a more effective part than at present in the education of the adult as well as the child, in the institutions intended for the former as well as in primary and secondary schools.”

Anticipating the difficulties of the committee in doing full justice to this particular term of reference especially after it was amended so as to cover the entire field of visual instruction in relation to the child as well as the adult, Government had empowered the committee to appoint a sub-committee if necessary. Unfortunately, this was not considered to be necessary. In my humble opinion, this term of reference was not given sufficient attention that it deserved. Sufficient evidence of educationists who are actually trying the experiment in their institutions was not called for. Oral evidence which has a decided advantage over written evidence in some respects was not taken at all. If this had been done probably the findings of the Committee would have been different. I am, therefore, compelled to write the following minute of dissent.

I feel that the place of magic lantern, cinema and radio in education is very important. This has been recognised as such in all advanced countries including Japan. The cinema and the radio which are respectively the visual and auditory mechanical aids to acquire knowledge, have revolutionised the methods of education. Some kind of visual instruction has always been found to be very necessary in teaching. Use of black-boards, pictures, charts and maps in teaching testify to this. Magic lantern and epidiascope was a further step and educational film and the talkie bring us up to date in the methods of visual instruction. Actual experience which is admittedly a powerful educator can obviously be but limited in the life of a single individual. The radio, the silent film and the talkie which appeal respectively to the aural, visual and both sides of imagination are the next best substitutes to actual experience. From an individual's point of view it is also obviously economical so far as time and money are concerned, to learn through these means.

From the national point of view these mechanical aids are revolutionary and far-reaching in their effect upon the nation if only they are properly organised and utilised. They have made the world small, compact and easily accessible. For our country in its present stage of national regeneration, this has a peculiar significance. The masses, mostly illiterate, scattered in 700,000 villages, disorganised and neglected so far, steeped in ignorance and superstition are there mutely waiting to catch a glimpse of the light of knowledge. This tremendous manpower is lying waste. The problem is how to cope with the stupendous task of mobilising these forces and release the energy for national



advancement. Then we realise that in the modern world nothing is too difficult. Through the cinema and the radio physical distances have dwindled down to microscopic dimensions. The first step towards organisation of the masses is education, especially of the adults. The written evidences, however limited in number, that were before the committee, seemed on the whole to agree on the educational utility of the film. But barring a few exceptions, they harped on the pre-conceived notion that these means were too expensive. I felt, however, that "how expensive" was really a matter for technical persons actually engaged in the line to decide and whether "they were too expensive" was for Government to decide.

In the following paragraphs I shall restrict my remarks to the film only.

According to official statistics there are about 34 high schools in the Bombay Presidency which make use of film to supplement instruction. The principal of one of the schools observed to me that there could be no doubt about the great efficacy of educational films and that nobody could have anything to say against it. When he was told that some people do not hold this view, he said that that was probably because film-instruction was not properly planned, graded and organised, there was no co-operation between all those who were using it and there was no initiative and encouragement on the part of Government.

What is needed first is a strong conviction about the efficacy and necessity of the film in education. As regards this, plenty of evidence is available. The Deputy Inspector for Visual Instruction, Bombay, has made a strong case for the use of film in education in his written evidence before the committee as also in an article he had contributed last year to the journal "Progress of Education".

As supplementing class room instruction in primary and secondary schools, the educational film can serve to synthesise a whole topic. The detailed analysis of a particular object, its static and dynamic aspects can be illustrated by cinematography. Visual presentation of a particular subject-matter helps imagination, perception and retention.

In the adult education programme in our country, especially where illiteracy is rampant, there is nothing like cinema which can accomplish the task. Education of the adult must be quick and manifold. The adult cannot be expected to go through all the learning processes that a child has to pass through as learning is not a whole time occupation for him. What an adult wants is the nearest and quickest access to matters of general knowledge. Again, he must combine entertainment with education, for he is too tired to put in strenuous mental work after the day's labour. Members of the committee are agreed that he does not have the desire to attain literacy even. This desire has to be created in him and for this purpose a lot of spade work in the way of propaganda will have to be made. This will be facilitated by the cinema. The

cost of introducing the film in education can be considerably reduced if the scheme is graded, well planned and introduced on a large scale with the co-operation of other provinces. There is no subject matter which is not amenable to visual presentation. I quote below a few topics from which it will be evident what an amount of work could be done through the film for the education of masses. The list is, by no means, exhaustive.

1. Films giving Geographical and social information about the different parts of India and different parts of the Presidency.
2. History of India as seen through Indian eyes, with the object of promoting patriotism of right type and fostering an Indian outlook in the minds of youths.
3. Minute details of plant and animal physiology and other sciences.
4. Industrial concerns of this country.
5. Cottage industries like handicrafts, hand-loom, hand spinning and weaving of Khaddar, Tanning.
6. Village sanitation, improved methods of farming, poultry, cattle breeding, and other allied village industries.
7. How to combat plant-pests and animal diseases, how to dry fruits and vegetables at home, how to improve the wool and wheat industries, how to improve dairy-farming and poultry-raising.
8. Knowledge of present public organisations and institutions like the Indian National Congress, Servants of India Society, Benares Hindu University, Gurukul, Shantiniketan, etc.
9. Knowledge of Indian Colonies outside India.
10. Social problems like vices, prohibition, redemption of debts, untouchability, removal of superstitious ideas, with special reference to the schemes of Ministers for improving the existing conditions.
11. Knowledge of civics, unity and discipline.
12. Information of important present day events.
13. Removal of illiteracy and spread of primary education.
14. Physical culture, development and spread of Indian games.
15. Preaching the aspirations of the Nation and placing before the youths of the country practical ideals of service to the motherland.

That the film is being employed on an ever increasing scale for the education of the child and the adult, will be evident from various publications both official and non-official in all the leading countries of the world. I mention but a few such publications which will give an idea of the extent and purpose to which the film is being used in some of these countries.

1. "A National Encyclopaedia of Educational Films", published by : The Central Information Bureau for Educational Films Ltd., London.

2. "Our Movie Made Children", published by: The Macmillan Co., New York.
3. "Film Education in Japan", published by: Department of Education, Tokyo, Japan, 1937.
4. "Begriff und Gestalt des Unterrichtsfilms", published by: W. Kohlhammer Verlag, Berlin, 1937.

While admitting the value of the educational film, a lot has been said which would give the impression that it is the considered opinion of the Committee that there is no need or occasion to take the subject seriously. I wish to emphasise the fact in this dissent that sufficient evidence has not been taken to justify this conclusion. They practically admit this when they say "It is quite likely that this particular Chapter in our Report will be disappointing to many. It is also quite likely that if the Committee had been charged with the preparation of a Report on Visual Education alone, as was a Committee recently by the Central Provinces Government, that our conclusions would have been different".

I, therefore, wish to stress with all the emphasis at my command that the film will be found to be a very valuable asset in mass-education and the matter does not deserve to be shelved as has been done in the report.

(MRS.) YAMUNA HIRLEKAR.

10th April 1938.



## APPENDICES.

- I. A list of books suitable for adult schools and for continuation work.
- II. Questionnaires framed by the Committee, A and B.
- III. A short statement on adult education work that is being done in the Province.
- IV. A list of institutions and individuals that helped the Committee in its work.
- V. The financial aspect of the Problem.



## APPENDIX I.

The accompanying lists of books were prepared by the sub-committee. While the work was in progress the lists of books for Village Libraries published by Government came to hand, and it was felt that it was not necessary to proceed further with the compilation of separate lists for the different languages of the province.



## APPENDIX I.

MARATHI BOOKS USEFUL FOR VILLAGE LIBRARIES.

HIGHER STANDARD.

१	श्रीआनंद चरितामृत	... शं. पां. ओक, वकील	... १ ० ०
२	शेतकऱ्यांचा कैवारी	... रामराव ज्योतिराव शिंदे	... १ ० ०
३	ग्लाडस्टन ह्यांचे चरित्र	... वि. कों. ओक	... ० १२ ०
४	बालबोध पांचवें पुस्तक	... वि. कों. ओक	... ० १२ ०
५	बालबोध चवथें पुस्तक	... वि. कों. ओक	... ० १० ०
६	बालबोध तिसरें पुस्तक	... वि. कों. ओक	... ० ६ ०
७	हिंदुस्थानांतील दुष्काळ यावर स. ग. मुजूमदार निबंध.		... ० १० ०
८	बालमित्र, भाग २ रा	... वि. कों. ओक	... ० १२ ०
९	ज्ञानेश्वरमहाराजांचे चरित्र	... ब. खं. पारख	... १ ० ०
१०	सद्वर्तन	... गो. शं. बापट	... १ ० ०
११	पहिले बाजीराव पेशवे	... ना. वि. बापट	... १ ० ०
१२	पृथ्वीराज चव्हाण	... लोकहितवादी	... ० १२ ०
१३	महामारी	... भ. ह. खरे	... ० ८ ०
१४	चितूरगडचा वेढा	... ना. वि. बापट	... ० १० ०
१५	सुशील यमुना	... वा. ब. फडके	... ० १२ ०
१६	दिनार्वस	... गो. शं. बापट	... ० १४ ०
१७	लक्ष्मी आणि सरस्वती	... ब. म. पंडित	... १ ० ०
१८	आपली पुनर्घटना, भाग १ ला.	मो. शि. नामजोशी	... १ ० ०
१९	कन्हाड	... य. रा. गुप्ते	... ० ८ ०
२०	खेडेगांवविषयक व्याख्याने	... वा. वा. अतीतकर	... १ ० ०
२१	शिवाजीची बखर	... एम्. एम्. कोटस्थाने	... १ ० ०
२२	जनसेवा, भाग १ ला	... एम्. एम्. कोटस्थाने	... ० १२ ०
२३	शारदेचा दरबार	... शिराळकर चितळे	... ० १२ ०
२४	उपनिषदांतील दहा गोष्टी	... शं. द. देव	... ० ६ ०
२५	विद्यार्थीजीवन	... श्री. स. महाजन	... ० ८ ०

२६	कॉंग्रेसचा इतिहास	... गो. आ. देशपांडे	... ० ८ ०
२७	श्याम गोष्टी	... साने गुरुजी	... १ ० ०
२८	हिंडलग्याचा प्रसाद	... काका कालेलकर	... ० ९ ०
२९	फिलिपाइनसच्या स्वातंत्र्याचा इतिहास.	आ. र. देवगिरीकर	... १ ० ०
३०	विश्राम गोष्टींचा संग्रह	... साने गुरुजी	... ० १० ०
३१	श्यामची आई गोष्टी	... साने गुरुजी	...
३२	भारतीय युद्ध	... चित्रशाळा, पुणे	...
३३	जगाचा परिचय	... ,, ,,	...
३४	हिंदुस्थानचा सोपा इतिहास.	... ,, ,	...
३५	हिंदुस्थानचा परिचय	... ,, ,,	...
३६	महाराष्ट्राचा सोपा इतिहास	... ,, ,,	...



सत्यमेव जयते

MARATHI BOOKS USEFUL FOR VILLAGE LIBRARIES.  
LOWER STANDARD.

१	पैसा	... कृ. म. जोगळेकर	... ० २ ०
२	शहाणपणाचा ओनामा	... तुकाराम जावजी	... ० २ ६
३	सज्जन तो सज्जन	... ग. वि. साठे	... ० ९ ०
४	नीतिदर्पण, भाग १ ला	... सौ. गोदावरीबाई पंडित	... ० १० ०
५	मुलांस उत्तम बक्षीस	... वि. कों. ओक	... ० ८ ०
६	कौंडदेव आणि शिवाजीमहाराज.	ग. वि. बापट	... ० ९ ०
७	आमची परळीची यात्रा	... य. रा. गुप्ते	... ० ६ ०
८	शिरस्तेदार	... वि. कों. ओक	... ० ४ ०
९	भाऊबंदांत कलह उत्पन्न होऊन वा. दि. वैद्य विभक्तपणा होतो त्याचीं कारणें काय ?		... ० ६ ०
१०	मधुमक्षिका	... वि. कों. ओक	... ० १० ०
११	भरतपुरचा वेढा	... ज. र. आजगांवकर	... ० ९ ०
१२	साम्युअल जान्सन	... वि. कों. ओक	... ० ७ ०
१३	गर्भिणी स्त्रियांचें आरोग्यरक्षण वा. दि. वैद्य व मूल अंगावर पीत आहे तोंपर्यंत आई व मूल यांची जोगवण.		... ० ८ ०
१४	नशीब आणि उद्योग	... स. ग. मुजूमदार	... ० ४ ०
१५	संगीत सत्यानाश न्मटक	... रा. ज्यो. शिंदे	... ० ३ ०
१६	वेदांतील गोष्टी, भाग १ ला	... वि. कृ. श्रोतीय	... ० ६ ०
१७	छोब्यांच्या मोठ्या सचित्र गोष्टी.	शेख. गुरव	... ० ३ ०
१८	बाल विवेकानंदाची शिकवण.	शेख. गुरव	... ० २ ०
१९	गतिचें वैशिष्ट्य	... गं. रा. साने	... ० ४ ०
२०	खेडेगांव आणि शिक्षण	... व. ना. कुंभार	... ० ४ ०
२१	रामेश्वर	... एम्. एम्. कोटस्थाने	... ० २ ०
२२	जोपासना व निगा	... डॉ. जेजुरीकर	...



२३	पावित्र्य-प्रभाव	... श्री. गं. रा. साने	... ० ४ ०
२४	अल्प रामायण	... श्री. गं. रा. साने	... ० ४ ०
२५	ललित वाङ्मय	... ”	... ० ४ ०
२६	शिवशाही ते पेशवाई	... ”	... ० ४ ०
२७	स्वातंत्र्य-युद्धाची नीतितत्त्वे...	रा. ज्यो. शिंदे	... ० २ ०
२८	मोठ्या लोकांच्या छोट्या गोष्टी.	शं. मा. गोंधळेकर	... ० ८ ०
२९	वीरांचें गाणें	... रा. ज्यो. शिंदे	... ० २ ०
३०	तरुणांचा तांडेल	... गं. रा. साने	... ० ८ ०
३१	सुलभ इसापनीति	... महाराष्ट्रच हौस, पुणें	... ० ३ ०
३२	वाचनाचे सोपे पाठ	... ”	... ० १ ६
३३	टामस् एडिसनचें चरित्र	... ”	... ० ८ ०
३४	अनाथमाधव, भाग २ रा	... ”	...
३५	संतांच्या कथा	... ”	... ० ३ ०
३६	छोटी इसापनीति	... ”	... ० ३ ६
३७	नवीन मजेदार गोष्टी	... ”	...
३८	हेन्री फोर्डचें चरित्र	... ”	... ० ६ ०
३९	अनाथमाधव गोष्ट, भाग १.	... ”	...
४०	सिदाबादच्या सफरी	... ”	... ० ५ ०
४१	हरी व त्रिंबक	... ”	... १ ० ०
४२	टालस्टायच्या बोधकथा	... वि. स. सुखटणकर	... ० ६ ०
४३	करमणुकींतील करमणूक	... ह. ना. आपटे	... ० ८ ०
४४	इसापनीति बाल	... ”	... ० २ ०
४५	सायंकालची करमणूक	... एच्. के. दामले	... ० ६ ०
४६	भारतीय युद्ध	... ”	... १ ४ ०
४७	म्हणीवरील सुबोध गोष्टी, १ ते ३.	... ”	... ० ५ ०
४८	साधुत्वाची शिकवण	... प्रि. तावडे	... ० ४ ०
४९	हिंदुसण व व्रतें	... ”	... ० ६ ०
५०	पैगंबरचरित्र	... ”	... ० ४ ०

५१	बालभारत	... एच्. एस्. केळकर	... ० ४ ०
५२	बालरामायण	... ”	... ० ४ ०
५३	मुलांचा महाराष्ट्र	... मोडक	... २ ० ०
५४	जगांतील मौजा	... ना. मो. पटवर्धन	... ० ६ ०
५५	नशीब व उद्योग	... ”	... ० ४ ०
५६	टापटिपीचा संसार	... वा. गो. आपटे	... ० १२ ०
५७	माजघरांतील चर्चा	... ”	... ० ८ ०
५८	कीटकशास्त्र	... ”	... १ ० ०
५९	आमची शेती	... ”	... ३ ० ०
६०	पिकाची लागवड	... ”	... ० १२ ०
६१	हिंदुस्थानांतील पाऊस व झाडे.	... ”	... १ ० ०
६२	वनस्पतिशास्त्र	... ”	... ० १० ०
६३	आम्रसंवर्धन	... ”	... १ ० ०
६४	भाजीपाल्याची लागवड	... ”	... २ ८ ०
६५	भाजीपाल्याचा मळा	... ”	... २ ८ ०
६६	कोंबड्याची जोपासना	... ”	... ० १२ ०
६७	कबुतरें व त्यांची जोपासना...	रशीद मुनशी	...
६८	पशुपक्षी व इतर जनावरें	सत्यगोखले	...
६९	खतें	... टी. जी. करंदीकर	... ० ८ ०
७०	मेंढ्या लोंकर व वस्त्रें	... या. शं. वावीकर	... ० ४ ०
७१	दुग्धव्यवसाय	... एम्. आर्. पाळंदे	... १ ८ ०
७२	गुरांना होणारे अपघात व उपाय.	डॉ. बी. पी. माळी	... ० २ ६
७३	उंसाची लागवड	... गरगे	... ० १० ०
७४	औद्योगिक शिक्षण	... एम्. ए. संत	... ० ७ ०
७५	बिंबप्रभाव	... पी. बी. ओगले	... ० ४ ०
७६	तुळशीप्रताप	... ”	... ० ३ ०
७७	जमीनमशागत व शेतकी	... ग. कं. केळकर	...
७८	औतें	... ”	...

७९	जनावरांचा चारा म्हणून उप- गोडबोले योगांत येणाऱ्या वनस्पति.	...	२	०	०
८०	जनतेचें आरोग्य ... डॉ. काळोखे	...	०	१२	०
८१	व्यवहारांतील शास्त्रीय गोष्टी.. डॉ. वडदेकर	...	०	९	०
८२	प्लेगाची चिकित्सा ... ,,	...	०	९	०
८३	पिसाळलेल्या जनावरापासून होणारी विषबाधा व उपाय.	...	०	१	६
८४	स्वास्थ्यसंरक्षण ... ,,	...	०	८	०
८५	सुलभ औषधी प्रभाकर ... पी. वी. ओगले	...	०	१२	०
८६	एकाएकी दुखापत झाल्यास करावयाचे उपाय.	...	०	१०	०
८७	प्राणी व आरोग्य ... कर्नल धारपुरे	...	१	०	०
८८	माता व मुलें ... ,,	...	०	२	०
८९	निरोगी राहणी ... ,,	...	०	४	०
९०	आरोग्यशास्त्रप्रवेश ... के. वी. संत	...	०	१२	०
९१	मुलांची योग्य वाढ कशी होईल. एम्. एच्. केळकर	...	०	९	०
९२	तात्काळिक उपाय ... मि. सहस्रबुद्धे	...	१	४	०
९३	मुलांचें कल्याण ... वि. कों. ओक	...	०	२	०

## MARATHI BOOKS USEFUL FOR FOLLOW-UP WORK.

१	संघटनाशिक्षक	... शं. रा. भागवत	... ० २ ०
२	करावें तसें भरावें	... ब. ना. कुंभार	... ० २ ०
३	वस्तुपाठाचा अभ्यास	... शि. वा. गाडगीळ	... ० १ ६
४	सोपीं गाणीं	... बा. दि. वैद्य	... ० १ ६
५	इसापनीति	... वि. कों. ओक	... ० ८ ०
६	सोप्या व मनोरंजक गोष्टी	... वि. वा. नाटेकर	... ० २ ६
७	सोप्या व मनोरंजक गोष्टी	... वि. वा. नाटेकर	... ० १ ६
८	बालबोध दुसरें पुस्तक	... वि. को. ओक	... ० ३ ०
९	लहान मुलांचें शिक्षण	... स. ल. असगेकर	... ० ३ ०
१०	सोपीं गाणीं	... बा. दि. वैद्य	... ० २ ०
११	बालबोध पहिलें पुस्तक	... वि. कों. ओक	... ० १ ६
१२	सुलभ शिक्षण	... सौ. लक्ष्मीबाई नवरे	... ० ३ ०
१३	बालवाचनशिक्षक	... सय्यद महमद महितावशा	... ० ३ ०
१४	मैनाताई आणि कोल्हेदादा	... द. के. बर्वे	... ० १ ६
१५	पाठात्मक आरोग्यज्ञान, १	... लं. म. रा. कुलकर्णी	... ० ५ ६
१६	मुलांचे वैद्यराज	... शेख-गुरव	... ० ३ ०
१७	मुलींच्या राधाबाई	... शेख-गुरव	... ० ४ ०

KANARESE BOOKS TO BE RECOMMENDED FOR THE VILLAGE CONTINUATION  
CLASS OR LIBRARY.

- १ बालबोधन.
- २ प्राथमिक पुस्तक (नवीन).
- ३ धार्मिक सुबोध वचनें.
- ४ प्राचीन इतिहास.
- ५ लहान सोप्या गोष्टी.
- ६ काँग्रेसची माहिती.
- ७ पैगंबरचरित्र.
- ८ मुळाक्षरबोध.
- ९ कन्नडकंद, भाग १.
- १० कन्नडकंद, भाग २.



सत्यमेव जयते

मि. शेख महामूद यांचेकडून—

उर्दू भाग.

प्रौढ शिक्षणाकरितां आलेलीं पुस्तके.

[ शाळेच्या उपयोगी. ]

१	मोगा उर्दू रिडर	... मोगा, जिल्हा फरोजपूर,			
		मि. एम्. चेतसिंग.	०	१	०
२	मेरी तसबीरीकी किताब	... गुलाबसिंग, लाहोर	...	०	१ ९
३	मेरी काहानियोंकी किताब	... ,, ,,	...	०	१ ६
४	नया कायदा, बालीगोंके लिये.	गरुखड पंजाब, मि. यमीनी.			
५	नया कायदा, बालीगोंके लिये,	,, ,,			
	नं. १, २.				
६	जदीद कायदा	... अ. कादर अ. गणी, पुणे	...	०	१ ६
७	उर्दूका कायदा	... अंजुमन तरकी उर्दू, हैदाबाद.	०	२	६
८	हुरूप शनासी चार्ट	... मि. शेख, सांगली	...	०	४ ०
९	,, ,, भाग १ ला...	मि. शेख महामूद, सांगली	...	०	५ ०
१०	,, ,, भाग २ रा...	,, ,, ,,	...	०	५ ०

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१	चार दरवेश	... ( फूल—लाहोर )	..	१	१२ ०
२	उमर अय्यार	... ,,	...	१	२ ९
३	येजादात	... ,,	...	०	१० ५
४	कारीगीरी	... ,,	...	०	६ ६
५	इमदादे बाहमी	... ,,	...	१	८ ०
६	हिंदुस्थान हमारा	... ,,	...	०	१५ ७
७	रफीक जमीनदार	... ,,	...	०	६ ९
८	परवरीश अतफाल	... मुंबई	...	०	३ ०
९	इलाजुल अमराज	... ,,	...	२	८ ०
१०	साबून साजी	... ,, ( मतब्आत हिंद )	...	०	२ ६
११	घरका दरजी	... ,, ,,	...	०	२ ०
१२	मुरगियोंका रखरखाव	... ,, ,,	...	१	२ ०
१३	मौलूद शरीफ समदानी	... ( मोहम्मदी, मुंबई )	...	०	४ ०
१४	वागे खियाल अकबर	... ( मोहम्मदी, मुंबई )	...	०	४ ०
१५	उर्दू मजमून नवेसी	... एम्. फेरोजिद्दीन, लाहोर	...	०	८ ०

१६	इमान हिस्सा अव्वल	...	एम्. केरोजिदीन, लाहोर	...	०	१	०
१७	" " दुव्वम	...	"	...	०	२	३
१८	" " सुव्वम	...	"	...	०	३	०
१९	" " चहारम	...	"	...	०	४	०
२०	" " पंजम	...	"	...	०	५	०
२१	दिलकश कहानियां हिस्सा अव्वल.		"	...	०	५	०
२२	दिलकश कहानिया हिस्सा दुव्वल.		"	...	०	५	०
२३	नूरतेन अकबरी	...	"	...	०	५	०
२४	शाहेजहां	...	"	...	०	४	०
२५	नादिरशाह	...	"	...	०	४	०
२६	बाबरशाह	...	"	...	०	४	०
२७	टागोरकी दिलचस्प कहानियां.	...	"	...	०	८	०
२८	औरंगजेब आलमगीर	...	"	...	०	४	०
२९	उर्दू बोल चाल	...	( मोहम्मदी-मुंबई )	...	०	४	६
३०	सवाने उमरी ह. रसूल	...	"	...	०	४	०
३१	" " ह. उमर	...	"	...	०	७	०
३२	" " ह. फारूक	...	"	...	०	८	०
३३	" " ह. उस्मान	...	"	...	०	६	०
३४	" " ह. अली	...	"	...	०	१२	०
३५	" " ह. गौस	...	"	...	०	९	०
३६	अल मामून	...	"	...	०	१२	०
३७	अल हाकून	...	"	...	१	४	०
३८	तारीख फिरस्ता	...	"	...	३	०	०
३९	इशाअते इस्लाम	...	( मौ. हबीब रहिमान )	...	३	०	०
४०	किस्सा दाई हलीमा	...	( मोहम्मदी मुंबई )	...	०	१	३
४१	अखलाक हिंदी	...	"	...	०	४	०
४२	बच्चोंकी तआलीम व तरबियत.	...	"	...	०	६	०
४३	बांगेदरा	...	( डॉ. इकबाल )	...	२	८	०
४४	इस्लामका अंजाम	...	( मि. हसन निजामी )	...	०	६	०
४५	तुलूअ इस्लाम	...	( डॉ. इकबाल )	...	०	४	०

४६	बिलाल	... (डॉ. सर इकबाल)	...	०	२	०
४७	अकबरी इकबाल	... "	...	०	३	०
४८	कलामे जोहर	... (मौ. अबदुल माजीद)	...	३	०	०
४९	रहेनुमायाने हिंद	... अंजुमन तरक्की उर्दू	...	१	८	०
५०	आफताबे हिंद	...	...	०	६	०
५१	शैरे अरब	...	...	०	८	०
५२	(सीरत नबवी) खाका	...	...	०	३	०
५३	खूनके आंसू हिस्सा अब्बल...	...	...	०	३	०
५४	" " दुव्वम	...	...	०	४	०
५५	" " सुव्वम	...	...	०	४	०
५६	" " चहारम.	...	...	०	४	०
५७	फनेजरा अतकी पहिली किताब.	...	...	०	४	०

## [ प्रौढ स्त्रियांकरितां. ]

१	तआलीम व परदा निसवां	...	...	०	१०	०
२	तआलिम्युनिसा	...	...	०	०	९
३	आकिला बेगम	...	...	०	३	०
४	औलादकी तरबियत (मुफती शौकत अली फदेमी)	...	...	१	०	०
५	फवायदुनिसा	...	...	०	७	०
६	तआली मुनिसा की १ ली किताब	...	...	०	२	०
७	" २ री किताब	...	...	०	३	०
८	" ३ री किताब	...	...	०	४	०
९	" ४ थी किताब	...	...	०	६	०
१०	" ५ वी किताब	...	...	०	६	०
११	मुफीदुनिसा (मुतवआ करीमी, मुंबई)	...	...	०	१	०
१२	इनतेजाम खानादारी	...	...	०	३	०



## APPENDIX II.

## ADULT EDUCATION COMMITTEE.

*Questionnaire A.*

The Adult Education Committee appointed by the Government of Bombay is desirous of obtaining information regarding all Adult Education work now being carried out in the Province. The Committee will appreciate information upon the following points :—

1. Name of organization carrying on work? Where working? or Name of individual establishment? Where located?
2. Types of education being carried out?
3. Number of adults reached annually?
4. What age-groups are reached?
5. In what languages are the classes carried on?
6. What text books or other materials are used? Should local dialects be utilized for these materials?
7. What methods of teaching are employed?
8. Who are the teachers and what is their training? What supervision of the classes is there?
9. What is regarded as the criterion of literacy?
10. How is literacy maintained? What follow-up materials are used? Is any use made of village libraries, etc.?
11. What use, if any, is made of the magic lantern, cinema or radio?
12. If in connection with an industrial establishment, are the classes being conducted during working hours or before or after work?  
How many hours per week?  
If in a village, at what time and how many hours per week?
13. What is the monthly cost per pupil? Does the pupil bear any part of the cost?
14. How is the work financed?
15. What difficulties are experienced? What motives are appealed to to awaken the desire to learn?
16. What special efforts are being made for the education of women?

## ADULT EDUCATION COMMITTEE.

*Questionnaire B.*

The Adult Education Committee appointed by the Government of Bombay desires expressions of opinion upon the following points :—

1. What should be the place of Adult Education in the general system of education in a country like India where literacy is very low?
2. What are the different types of Adult Education?  
What should be the duties of Government in promoting the different types?
3. How should employers of labour in mills, factories, etc., be required to help Government in promoting literacy among their employees?

4. What agency or agencies should conduct and supervise Adult Education? How far should Government avail themselves of the services of the School Boards and their education staffs for Adult Education?

Should Adult Education be one of the compulsory duties of School Boards?

5. What cheap books and literature for adult schools are available?  
What "continuation" or "follow-up" literature is available?
6. What suggestions would you make for the organization of village libraries for adults? Their maintenance and financing?
7. What is the place of the magic lantern, the cinema and the radio in Adult Education?
8. What should be the nature of Women's Adult Education?  
How should it be organized?



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## APPENDIX III.

By the Terms of Reference the Committee were not required to report on the work being done in Adult Education. A short statement, based on replies to Questionnaire A, is here appended.

The very limited extent of Adult Education work in the province is shown in Chapter XVII of the Quinquennial Report on Public Instruction (1932-37). The replies to Questionnaire A, which deal mainly with literacy education, suggest that since the Congress party took office there have been renewed efforts in literacy work. Classes have recently been started in several districts.

Government gave an impetus to the work by a grant of Rs. 10,000 in the last financial year. This was divided among the four divisions—the Northern, Bombay, Central, and Southern Divisions.

In the Bombay Division work is in progress at three centres—Uran, Bordi and Rajapur with a total of 8 classes and 264 students. In the Central Division 9 classes are managed by the Saksharata Prasarak Mandal with a total of about 300 students. In the Southern Division two centres are at work, one at Hudli and the other at Karadgad, near Dharwar, with a total of about 300 students.

From the replies received from District Collectors and District School Boards it is found that work is being done in 10 districts—ranging from a single class of about 20 students in Kanara to greater activity in Kolaba, Broach and Thana; in the last named district there are six centres with a total of about 200 students. Much of this work is of recent origin, though some of it goes back a few years to the time of the Village Uplift movement. The expenditure for these classes is met chiefly from District School Board funds and Village Uplift funds.

The most notable effort in literacy work belongs to the well-known Daxinamurti Bhuvan at Bhavnagar. Under its scheme at one time there were about 2,500 night schools spread over Indian States and British Indian Territory.

There are also several private efforts in different parts of the province. Among them are the work of the Grama Seva Sangh, Sangli, with 150 students and the classes at Dhulia where there are about 80 students—the work being done by (1) The Village Uplift Association, Mahadi Taluka, (2) Shree Bajarang Free Night School and (3) Datta Bhakta Bal Gopal Mandal. The other institutions of whom mention is made in the replies to Questionnaire A, are :—

- (1) The Advanced Instructional Association, Sholapur.
- (2) Harijan Sevak Sangh, Sholapur.
- (3) Shikshan Prasarak Mandal, Kodavli, Rajapur.
- (4) Adult Education Boards (Kolaba District, Panvel Taluka, Alibag Taluka).
- (5) Karnatak Education Board, Dharwar.
- (6) The Vocational Training School, Ankleshwar.
- (7) Tilak Ashram, Education Department, Mahad.

In Poona the following institutions have their headquarters :—

- (1) Saksharata Prasarak Mandal, a part of whose work is under the supervision of the Educational Inspector, Central Division. It is also responsible for the conduct of the classes at the Mundhwa Paper Mills.
- (2) Tilak Maharashtra Vidyapeeth, an institution of long-standing, which has recently turned its attention to the question of Adult Education.
- (3) The Rural Reconstruction Association which is doing pioneer work by a more comprehensive approach to the problem of Village Uplift.
- (4) The Adult Education League whose work has lain chiefly in the preparation and spread of Magic lanterns and lantern slides and in the spread of ideas among the masses by lectures and talks.

The Saraswati Math Samstha, which has its headquarters in Bombay, may also be included in the Poona Group as it works in Poona District. It also does work for adults in Sholapur.

In Bombay there are :—

- (1) The Social Service League whose activities in Adult Education date back a long way. The Textile Technical School is a special feature of the League's work. The total number of men and women reached by its night schools, literacy classes, women's classes and industrial schools is about 1,050.

- (2) Nagpada Neighbourhood House which, beside literacy and other Adult Education activity, has its special place in the City because of the type of work that comes under Type (6) in Chapter III of the Report.
- (3) The Bombay Presidency Adult Education Association which does work in three fields (a) Literacy, (b) Reading Rooms and Libraries, (c) Adult Education Classes corresponding to the Extension Courses of the West.
- (4) The City Literacy Association whose work in literacy among Municipal employees, though of recent origin, is easily the most comprehensive in the province, with about 2,500 students on its rolls.

Adult Education work of a specific kind is being done by the Safety First Association of India.

Among large scale employers the B. E. S. and T. Co. Ltd. and the E. D. Sassoon Mills Co. Ltd., undertake Adult Education work of a vocational and general character for their own employees. In addition, the Sassoon Mills have 3 literacy classes. The following mills—the Spring, Crown, Textile and Morarji Goculdas Mills—support the literacy classes run by the Bombay Presidency Adult Education Association.

Women's institutions, that are concerned in Adult Education work and have supplied information, are :—

- (1) Seva Sadan Society, which reaches about 200 students annually.
- (2) Mahila Seva Mandal, which is part of the Social Service League.
- (3) The Women's Indian Association, Bombay.
- (4) The Bhagini Samaj.
- (5) Vanita Visram.

The City has besides two night schools in the Fort area (a) The Mogaveera Free Night School with a total of 3,000 students since 1921 and (b) The Kanara Vidyadaini Free Night School which reaches 50 to 75 students annually.

In the Suburban area are (1) The Vile Parle Night School and Adult Education Institution that has an average attendance of 50 students. (2) The Malad Gujarati Hindu Stree Mandal which reaches annually about 250 women.

This completes a brief survey of such activity as was brought to the notice of the Committee. There are besides several institutions and associations, that have not Adult Education as a primary function yet directly or indirectly assist in the work ; and in the large cities and elsewhere there are probably several individual or group efforts in literacy education and Adult Education generally, of which the most recent, from information received, is an attempt by the Bombay Presidency Students' Federation to establish during the May vacation two or three centres for literacy work in village areas.

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## APPENDIX IV.

- A. 1. Adult Education Boards—Alibag Taluka, Panvel Taluka, Kolaba District.  
 2. Adult Education League, Poona.  
 3. Advanced Instructional Association, Sholapur.  
 4. Ahmedabad Millowners' Association.  
 5. Akhil Maharashtra Hindi Prachar Sabha.  
 6. All-India Radio, Bombay Station Director.  
 7. Amin, M., Vaso *via* Nadiad.  
 8. Andreasen, P. J., Willoughby Road, Bombay.
- B. 1. B. B. & C. I. Ry., Bombay.  
 2. Bal Krishna (Dr.), Principal, Rajaram College, Kolhapur.  
 3. Benjamin Balam, P. C., Principal, Vocational and Primary School, Puntamber.  
 4. Bhagini Samaj, Bombay.  
 5. Bombay Electric Supply & Tramways Co., Ltd.  
 6. Bombay Millowners' Association.  
 7. Bombay Presidency Adult Education Association.  
 8. Bombay Presidency Students' Federation.  
 9. Bombay Telephone Co.  
 10. Brayne, F. L., Commissioner, Rural Reconstruction, Punjab.  
 11. Bulsara, J. F., Secretary, Parsi Panchayat.
- C. 1. City Literacy Association, Bombay.  
 2. Collectors, District—Ahmednagar, Belgaum, Bijapur, Broach and Panch Mahals, Dharwar, Kaira, Kanara, Kolaba, Ratnagiri, Surat, Thana.
- D. 1. Daxinamurti Bhuvan, Bhavnagar.  
 2. Desai, L. R., Educational Inspector, C. D., Poona.  
 3. Dhond, P. A., Jt. Principal, Maratha High School, Bombay.  
 4. Director of Public Instruction, Poona.  
 5. Donda, M. V., Gokhale Education Society's Parel Centre.  
 6. Dongre, R. (Miss), Bombay.
- E. 1. Educational Inspector, Senior A.D., Dharwar.
- F. 1. Factories, Chief Inspector of,—Bombay Province.
- G. 1. G. I. P. Railway, Bombay.  
 2. Gatne, V. L., Administrative Officer, D. S. Board, Thana.  
 3. Ghate, V. D., Educational Inspector, B. D., Bombay.  
 4. Godbole, D. S., Bombay.  
 5. Goheen, J. L., A. P. Mission, Sangli.  
 6. Goheen, R. H., A. P. Mission, Sangli.  
 7. Grama Seva Sangh, Sangli.

- H. 1. Harper, A. E. (Mrs.), Moga Training School for Village Teachers, Punjab.  
 2. Hazen, W. (Rev.), American Mission, Sholapur.  
 3. Herlekar, K. V., Sholapur.  
 4. Hirlekar, K. S., Bombay.
- J. 1. Jagtap, B. G., Poona.  
 2. Joshi, D. W., Bombay.  
 3. Joshi, K. L., Professor, S. L. D. Arts College, Ahmedabad.
- K. 1. Kanara Vidyadaini Free Night School, Fort, Bombay.  
 2. Kanavade, P. R., Ahmednagar.  
 3. Karnatak Education Board, Dharwar.  
 4. Khair, G. S. (Dr.), Poona.  
 5. Khandwala, K. (Mrs.), Vanita Vishram, Bombay.  
 6. Kibe, M. V. (Rao Bahadur Sardar), Indore.  
 7. Korelekar, B. V., Uran.  
 8. Kshirsagar, K. A., Dhulia.  
 9. Kulkarni, D. J., Rajapur.  
 10. Kulkarni, V. R., Dadar.
- M. 1. Malad Gujarati Hindu Stree Mandal, Malad, Bombay.  
 2. Mande, A. B., Adult Education Officer, Fyzabad.  
 3. Mission Press, Jubbulpore.  
 4. Mogaveera V. Mandali, Fort, Bombay.  
 5. Moomaw, I. W. (Rev.), C. B. Mission, Ankleshwar.  
 6. Morarji Gokuldas Mills, Parel.  
 7. Motion Picture Society of India, Bombay.  
 8. Motiwala, B. N., General Secretary, Social Service League, Bombay.
- N. 1. Nagpada Neighbourhood House, Bombay.  
 2. Naik, B. R. (Sardar Rao Bahadur), Surat.  
 3. Nurullah, S., Educational Inspector, Dharwar, S. D.
- P. 1. Parasharami, D. K., Sangamner.  
 2. Paricharak, G. B. (Rao Bahadur), Sholapur.  
 3. Patel, D. H., Broach.  
 4. Patwardhan, S. G., Sholapur.  
 5. Purohit, B. S., Senior A.D.E. Inspector, Belgaum.
- R. 1. Rao, V. K. R. V. (Dr.), Principal, S. L. D. Arts College, Ahmedabad.  
 2. Rural Reconstruction Association, Poona.

- S. 1. Safety First Association of India, Bombay.  
 2. Saksharata Prasarak Mandal, Poona.  
 3. Sarabhai Anasuyaben, Ahmedabad.  
 4. Saraswati Films, The, Bombay.  
 5. Saraswati Math Samstha, Bombay.  
 6. Sayed, J. A., Ahmedabad.  
 7. School Boards, District—Ahmedabad, Ahmednagar, Broach, Kolaba, Poona, Ratnagiri, Satara, Sholapur, Surat, Thana.  
 8. Sethna, C. E., Bombay.  
 9. Seva Sadan Society, Bombay.  
 10. Singh, Raghubir, Professor, Rajaram College, Kolhapur.  
 11. Sinha, S. (Dr.), Vice-Chancellor, Patna University.  
 12. Social Service League, Bombay.  
 13. Sovani, Y. K., Bhilavadi, Satara.  
 14. Stones, F., E. D. Sassoon Mills Co., Ltd.
- T. 1. Tata, Herabai A. (Mrs.), Women's Indian Association, Bombay.  
 2. Tilak Ashram Education Department, Mahad.  
 3. Tilak Maharashtra Vidyapeeth, Poona.  
 4. Trollip, A. S., General Manager, B.E.S.T. Co., Ltd., Bombay.
- U. 1. Ullal, N. S., Dy. Educational Inspector, Visual Instruction, Bombay Presidency.
- V. 1. Vadhavi, R. V., Hubli.  
 2. Vakil, K. S., Principal, Teachers' Training College, Kolhapur.  
 3. Vile Parle Night School and Adult Education Institution.  
 4. Village Uplift Association, Mahadi Taluka, Dhulia.  
 5. Visual Education Bureau, Bombay.
- W. 1. Waknis, T. D., Curator, State Libraries, Baroda.  
 2. Western India Match Co., Bombay.  
 3. Women's Fellowship of Service, Bombay.  
 4. Women's Indian Association, Bombay Branch.
- Y. 1. Yamini, S. W., Headmaster, Government Normal School, Gakhar, Punjab.

## APPENDIX V.

The following statement of finance was prepared by Mr. S. R. Bhagwat, a member of the Committee. It is intended to give some indication of the financial responsibilities involved in a 10-year programme looking towards an ultimate 80 per cent. literacy :—

*The financial aspect of the problem.*

The financing of a scheme for securing 80 per cent. literacy amongst adults—both men and women—in 10 years' time is indicated in this note.

It is assumed that—

(a) The population of adults of 14-50 age-group would be approximately equal to the population above 15 years as given in the last census.

(b) There is considerable wastage at present due to lapse into illiteracy and this wastage can be considerably diminished by securing the help and the co-operation of the parents.

(c) This help and co-operation of the parents will be more readily available if they themselves are made literate and know reading and writing.

(d) Education of the illiterate adults is only a temporary phase and the money spent on it can be treated as an investment in order to effectively diminish the present annual wastage.

(e) It will be sound policy to meet this expenditure by raising a loan to be repaid in 30 years.

The figures for illiterate adults to be made literate is arrived at as follows :—

(The figures are in thousands).

—	Total Popula- tion.	Population above 15 years.	Literates above 15 years.	Number of Literates above 15 years required for 80 per cent. literacy (80 per cent. of column 3.)	Number of illiterates, to be educated (Column 3 minus Column 4).
1	2	3	4	5	6
Urban areas with popu- lation 20,000 and above.	2,862	2,054	506	1,643	1,187
Rural areas... ..	15,186	8,838	966	7,073	6,107
Total ...	17,998	10,892	1,472	8,716	7,244

In order to secure 80 per cent. literacy amongst adults above 15 years of age in 10 years we shall have to arrange for the education of about 72 lacs of illiterate adults in 10 years. Even though the Urban Adult Education Committees will have to look after the education of about 11 lacs of illiterates with funds raised locally, we have assumed for these calculations that the whole scheme of adult education would be financed from a central fund in order to provide for a safe margin and to secure uniform policy and progress.



The following table gives the general outline of a 10 years' forecast of work and the funds required :—

Years.	Illiterates to be educated in the year.	Total made literate up to date.	Cost in thousands of Rupees.						Interest on loan at 3 per cent.  in thousands.
			Overhead expenses.	Preparation of the ground.	Classes.	Maintenance, libraries and supervision.	Total for the year.	Total up to date.	
1st ...	2	...	50	900	1,000	50	2,000	.....	150 on 50 lacs.
2nd ...	4	6	100	825	2,000	75	3,000	5,000	Do.
3rd ...	6	12	127	773	3,000	100	4,000	9,000	450 on 1.5 crores.
4th ...	8	20	127	700	4,000	173	5,000	14,000	Do.
5th ...	10	30	127	600	5,000	173	5,900	19,900	870 on 2.9 crores.
6th ...	10	40	127	500	6,000	173	5,800	25,700	Do.
7th ...	10	50	127	400	5,000	173	5,700	31,400	1,320 on 4.3 crores.
8th ...	10	60	127	300	5,000	173	5,600	37,000	Do.
9th ...	7	67	100	200	3,500	200	4,000	41,000	1,590 on 5.3 crores.
10th ...	5	72	50	100	2,500	250	2,900	43,900	Do.
Total...	72 lacs.	...	1,062	5,293	36,000	1,540	43,900	.....	8,760
									52,600

*Columns 2 and 3.*—It is assumed that the work will gradually develop in the first four years and will be at its highest pitch in the next four years. In the last two years the work of making illiterates literate will be less but that of libraries, reading rooms and other items required not only for maintenance of literacy but for further education will be strongly developed.

*Column 4—Overhead expenses.*—The figures in this column are based on the following calculations :—

(a) *Central Adult Education Board (C. A. E. B.) :—*

Members three.

Salary at Rs. 300 per month per head with travelling allowance per head not exceeding Rs. 150 per month.

Office expenses Rs. 600 per month.

Rs.

Annual cost :—

Salary $300 \times 3 \times 12$	...	...	...	...	10,800
Travelling expenses $150 \times 3 \times 12$	...	...	...	...	5,400
Office expenses $600 \times 12$	...	...	...	...	7,200
Miscellaneous	...	...	...	...	1,600
Total	...	...	...	...	25,000

(The C. A. E. B. will be working from the beginning. It is assumed that the spirit of service and not the salary of the post will be the chief factor).

(b) *Divisional Adult Education Committees (Division A. E. Cs.) :—*

There will be no salary for members but provision will have to be made for :—

			Rs.
Office and Travelling Expenses	...	...	2,000
Training Classes for workers	...	...	1,500
Total	...		3,500

per Divisional A. E. C.

for 4 Divisional A. E. Cs., the total expenditure will be Rs. 14,000 per year.

It is assumed that these Committees will be functioning during the latter half of the first year. So the provision to be made for the first year will be Rs. 7,000 and thereafter for each year Rs. 14,000 till the 8th year.

(c) *Urban Adult Education Committees (U. A. E. Cs.) :—*

(The expenses will be met from local educational funds).

(d) *District Adult Education Committees (D. A. E. Cs.) :—*

There will be no salary for the members but provision is made for Rs. 2,500 per year for each D. A. E. C. for Office and travelling expenses of members.

When the work is fully developed there will be 20 District Committees. It is expected that 10 Committees will be functioning in the last three months of the first year and 15 Committees on an average in the second year. All 20 Committees will be functioning in the 3rd year. The amount to be provided in the first year is Rs. 12,000, in the second year Rs. 37,000 and from the third year Rs. 50,000 till the 9th year when it will be reduced.

(e) *Taluka Adult Education Committees (T. A. E. Cs.) :—*

The provision made for each Taluka Committee is Rs. 200 per year as contribution towards Office expenses. There will be in all 190 Taluka Committees but it is expected about 50 Committees will be established at the end of the first year, 120 in the second year and all the 190 Committees will be in full working order from the third year. The amounts provided are therefore Rs. 6,000 in the first year (to cover also some preliminary expenditure if required), Rs. 24,000 in the second year and Rs. 38,000 from the third to the 8th year, after which the amount is reduced.

(f) *Local Adult Education Committees :—*

(The expenses will be met from the local educational fund provided for fieldwork, Class-work, etc.).

The summary of provisions made per year is :—

		1st year.	2nd year.	3rd to 8th year.
		Rs.	Rs.	Rs.
C. A. E. B.	...	25,000	25,000	25,000
Dn. A. E. Cs.	...	7,000	14,000	14,000
D. A. E. Cs.	...	12,000	37,000	50,000
T. A. E. Cs.	...	6,000	24,000	38,000
Total	...	50,000	1,00,000	1,27,000

*Column 5.—Preparation of the ground.*—The work under this heading will be closely connected with the items of work of Rural Reconstruction, the object being to secure the confidence, co-operation and good-will of the rural population and urban workers. The amount provided for the first year will cover the cost of equipment required for propaganda. The provision made is the maximum at the start and is gradually reduced year after year. If the work under this heading is properly organised, it will be possible to bring in contributions from the villagers and urban workers in the form of produce, labour, or services.

*Column 6—Conduct of classes.*—The average expenditure for the class-work of illiterates will not exceed Rs. 5 per head when the work is organised on a country-wide scale and when additional amounts are provided for preliminary work, Libraries, reading rooms, etc. An estimate and forecast for a 10 years' programme in an area of about 150 to 200 square miles with a population of about 30,000 is given below :—

Estimate of Cost of organising and conducting education of adults in an area of 150 to 200 square miles comprising about 30,000 inhabitants in 50 villages, with 12,000 adults to be made literate in 10 years.

(Cost of propaganda, libraries, reading rooms, etc. provided separately).

Year.			Number of illiterates to be trained.	Illiterates trained up to date.	Number of Classes.	Cost of conducting classes at Rs. 150 per year.
						Rs.
1st	...	...	350	.....	15	2,250
2nd	...	...	700	1,050	30	4,500
3rd	...	...	1,050	2,100	40	6,000
4th	...	...	1,400	3,500	45	6,750
5th	...	...	1,800	5,300	50	7,500
6th	...	...	1,800	7,100	50	7,500
7th	...	...	1,800	8,900	50	7,500
8th	...	...	1,800	10,700	50	7,500
9th	...	...	800	11,500	25	3,750
10th	...	...	500	12,000	20	3,000
			12,000		375	56,250
<i>Capital Cost :—</i>						Rs.
Training of Teachers—(Rs. 500 at the start and Rs. 100 per year for refresher class and gatherings) ...					1,500	
Equipment—blackboards, slates, books, lamps, etc., for 50 classes at Rs. 30 per class ...					1,500	
Gramophones, Magic lantern, etc. for the whole area ...					750	
Total ...					3,750	3,750
Total cost ...						60,000

Cost of each class ... ..					Rs.
					150
					Rs.
Salary or Honorarium ... ..	...	...	...	...	100
Books, slates etc. ... ..	...	...	...	...	15
Oil and contingencies ... ..	...	...	...	...	15
Contribution towards supervision ... ..	...	...	...	...	10
Miscellaneous ... ..	...	...	...	...	10

*Column 7.—Maintenance and Supervision.*—This includes provision for special expense of inspection and supervision, for establishing reading rooms and libraries as contemplated in Chapter VIII, of the report.

*Column 10.—Interest at Rs. 3 per cent.*—This provision contemplates that no funds are available from the present budget of the province and that every item of expenditure on the scheme is to be met from the Loan Fund during the 10 years in which the work is in progress. The plan for raising the loan will be somewhat on the following lines :—

Year.			Loan to be raised.	Outstanding loan up to date.	Interest charges on the outstanding loan.
			lacs.	lacs.	in thousands.
1st	...	...	50	50	150
2nd	...	...	.....	50	150
3rd	...	...	100	150	450
4th	...	...	.....	150	450
5th	...	...	140	290	780
6th	...	...	.....	290	780
7th	...	...	140	430	1,290
8th	...	...	.....	430	1,290
9th	...	...	100	530	1,590
10th	...	...	.....	530	1,590

The loan at the end of the 10th year will amount to 5·3 Crores and the annual instalments for interest at 3 per cent. and Sinking Fund on the basis 2 per cent. and 80 years period amount to Rs. 29 lacs in round figures. This amount may well be treated as a legitimate charge against the revenues of the Presidency, when we consider the benefits to be derived from expenditure on literacy and rural reconstruction.

If Government thinks it desirable to levy a special "Spread of Literacy" cess instead of raising the required funds by a loan, the amounts given in column 8 will indicate the revenue to be raised every year. It would perhaps be more desirable to finance the scheme by Loan and then after the work is completed and the people begin to realise the benefits of the same, an educational cess may be levied to meet the annual loan instalment charge of 29 lacs.