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ISSUES AND OBJECTIVES IN THE DEVELOPMENT
OF PRIMARY EDUCATION IN PAKISTAN

DISSERTATION

Presented in Partial Fulfillment of the Requirements
for the Degree Doctor of Philosophy in the
Graduate School of The Ohio State University

By

Shahir Uddin Alvi, B.A., B.Ed., M.A.

The Ohio State University
1962

Approved by

[Signature]
Adviser
Department of Education
dedicated to
the poor children of Pakistan
the millions who are out of school
and the millions who are in schools not worth the name

"What the best and wisest parent wants for his own child, that must the community want for all of its children. Any other ideal for our schools is narrow and unlovely; acted upon, it destroys our democracy."
PREFACE

This study presents a moderate viewpoint on the issues and objectives in the development of primary education in Pakistan since 1947. It is perhaps one of the first attempts to study in depth the crucial issues involved in the expansion and development of education in Pakistan. A systematic restatement of the objectives of primary education and the projection of a model of education for Pakistan are features of the study. It is hoped that the study may alert and stimulate some thinking and action. Criticisms of private or government roles in education have been constructive in intent and should not be construed to minimize their contributions and achievements. The study presents the contention that the quality of education, medium of instruction, curriculum, values, and ideologies of schools should not depend upon children's socio-economic status but upon the principle of equality of opportunity and the worth of the individual child.

Words, at best, are a poor vehicle to convey sentiments and deeply-held feelings. Yet, the writer must convey through this poor vehicle his feelings of deep gratitude to his American alma mater, The Ohio State University, for appointing him University Fellow for two successive years, and thus enabling him to drink deep from its fountain of light and learning; to his Academic Adviser, Dr. Theodore J. Jenson, Professor of Education and Chairman of his Ph. D. Committee, who has been for the last three years the main architect of the writer's very rewarding career at O.S.U.,
and without whose fatherly and scholarly guidance this study could not be completed; to other Professors of Education on his Ph. D. Committee, Dr. Earl W. Anderson, Dr. James B. Burr, and Dr. Hugh D. Laughlin, for their affection and amazing promptness to help him in course of this research; to Dr. Everett Walters, Dean of the Graduate School, for many exceptional kindnesses; to many other professors too numerous to name, especially to Professor Leonard O. Andrews, for his great humanitarian interest in the writer's well-being; and to the very surroundings for untold facilities and inspirations.

To his family, the children and mother, the writer has been deeply grateful for the sacrifice of separation they have borne through three long years; to the Fulbright Program for initiating a new period in his life by bringing him to the United States of America for higher studies; to Professor Robert C. Hammock of University of Pennsylvania for valuable advice and help; and to Mrs. Dorothy Bringardner for her herculean efforts to type this dissertation in emergencies.
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Figure 1. To children like these is this dissertation dedicated.
CHAPTER I

INTRODUCTION

Although the country now called Pakistan has had a history of civilization dating back to approximately 3000 B.C., it came into being as a separate geographical and political entity as a result of Partition of British India in 1947.\(^1\) Pakistan was the culmination of the struggle of the majority of the Muslims in British India to have a separate homeland where they could live according to their ideals.

Pakistan, renowned for its Khyber and Bolan passes, is a fairly large country with an area of 450,000 square miles including the disputed state of Jammu and Kashmir.\(^2\) The area of Pakistan is larger than the combined areas of France and the United Kingdom. With a population of nearly 100 million according to the Census of 1961, Pakistan ranks sixth in population among the nations of the world; the other five largest nations in order are China, India, U.S.S.R., U.S.A., and Japan. Pakistan


\(^2\) See the map of Pakistan on the next page, and Appendix VII.
Total area of Pakistan: 450,000 sq. miles
(including Kashmir)
  Pakistan (East): 55,126 sq. miles
  Pakistan (West): 310,403 sq. miles
  Kashmir: 84,471 sq. miles

Population of Pakistan: 100 million
(Approx. 1961 Census)

Figure 2. Map of Pakistan showing some basic data. Vide Appendix VII.
commands a strategic position in south Asia. It has thousands of miles of common borders with Iran, Afghanistan, China, India, and Burma. Soviet Russia is separated from Pakistan by a narrow stretch of mountain ranges. Pakistan has two regions, East Pakistan and West Pakistan, separated by a portion of India with a distance of about a thousand miles between the regions.

Pakistan was, as part of British India, under colonial rule for nearly two centuries. Although historians have and will make various interpretations about the impact on Pakistan during this period, some of the results have been made obvious. The country is not prosperous. Though industry is growing fast in Pakistan, "an overwhelming proportion of its population is engaged and will continue to be engaged directly or indirectly in agricultural pursuits." Nearly 87 per cent of the population lives in rural areas. The per capita income in Pakistan has been in the vicinity of 250 rupees (approximately 50 dollars) per annum up to 1961. The country is situated in that belt of Asia and Africa

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which has the largest concentration of illiterate people in the world. The average per inhabitant public expenditure on education has been 3 rupees ($0.63) until 1960, one of the lowest in the world.6

The above facts should not be construed to imply that Pakistan is or has been totally a "backward" country. There is a system of government and administration quite modern and efficient similar to those in advanced Western countries, but very young, by contrast with many more developed countries. It has an intelligentsia, although small, which compares somewhat favorably with the best in other parts of the world. And yet taking the country as a whole, it is educationally far behind many other countries.

Background of the Problem

Pakistan inherited the system of education that was prevalent in British India before 1947. At the time of Independence approximately 35 per cent7 of the children of primary school


age entered school. Even then, more than half of them dropped out before they reached grade V. Only about 16 per cent of the girls of primary age attended school. Education right from the primary up to the university level was mostly academic, with a heavy emphasis on rote learning. Little use was made of activities or individual students' initiative involved in the learning processes. Vocational and technical education was inadequate for a country of Pakistan's size and population. The rate of illiteracy, although recently improved upon, was as high as 86 per cent in 1951.

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8In Pakistan the primary school age has variously been defined: 6 to 11 years, 5 to 10 years, and 5 to 12 years. Vide Muhammad Shamsul Huq, Compulsory Education in Pakistan (Paris: Unesco, 1954), p. 52. The primary school has finally been settled to be for 5 to 10 years old from grades I to V. Vide Government of Pakistan, Ministry of Education, Report of the Commission on National Education (Karachi: Government of Pakistan Press, 1960), p. 172. Also see the definitions of terms on page 26 of the study.


10Muhammad Shamsul Huq, op. cit., p. 43.

11Illiteracy was defined as "inability to read" in the Census of 1951.

12The percentage of illiteracy has been given on the basis of the population of all ages. Unesco, World Illiteracy at Mid-Century (Paris: Unesco, 1957), pp. 32-34.
The reasons for the above state of education stem from a number of factors. When the British took over a large portion of India by the middle of the eighteenth century there was no sound and adequate system of education in existence to sustain itself. However, compared with the general standards of education in the world including the Western countries, the development of education in India in the eighteenth century was not substantially different from developments elsewhere.

According to a 1954 Unesco publication, it has been indicated that:

In spite of the many defects in her educational system the country was more or less on a level with the countries of the West well up to the close of the eighteenth century. But as the twentieth century opened, she found herself reduced to the position of an educationally undeveloped country, which unfortunately remains her lot today.\textsuperscript{13}

The British rulers were primarily interested in commercial and political gains and achievements. Education of the people of India was a matter of secondary importance with them. The British spoke the English language while the Indians spoke Urdu, Bengali, Hindi, Persian, Tamil, Gujrati, and other Indian languages. The British did not understand these languages and consequently were

\textsuperscript{13} Muhammad Shamsul Huq, \textit{op. cit.}, p. 32.
more or less unaware of the knowledge and learning treasured in these and other classical languages of India. They were mainly conversant with the knowledge existing in English. Hence perhaps out of good motives they considered it desirable to introduce English and Western learning and sciences in India. Moreover, the British needed the clerical help of educated Indians who could act as intermediaries between them and the Indian subjects. The British, therefore, had to introduce English as the medium of instruction from the common school to the university. The State's responsibility to educate the masses was shirked. It was thought expedient to educate only the few in Indian society, and to leave to the private enterprise of this elite the education of the rest of the people. This was never practically achieved in spite of considerable contribution of private enterprise in educating the people of Indo-Pakistan. Pakistan inherited these shortcomings. Unfortunately, even today after 15 years of Pakistan's existence and development the educational conditions have not improved to the degree that leaders in government and education have hoped for and desired.

There has definitely been considerable expansion in primary, secondary, higher, vocational and adult-education in Pakistan since

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1947. But the rate of growth is slow. At present, it is estimated that 58 per cent of the primary age children are still out of school. Only 12 per cent of the secondary age children are in school. The rate of illiteracy is still as high as 85 per cent according to the Census of 1961. This was found to be the situation after 15 years of Pakistan's own national government as a sovereign country.

Expansion of education after Independence

The reasons for the slow, sometimes disappointing pace of development of education even after Independence are many and diverse. One over-all reason may be the general character, habits, attitudes, values and the ways of work of Pakistani people. After a two-century period of foreign rule it has been said by some that the national character of the people deteriorated a great deal. The recent Commission on National Education which consisted of top educational and administrative


16Ibid., p. 343.
leaders candidly confessed the low ebb of the national character as a significant basis for all evils and backwardness in the country. Speaking of the attitudes of the people the Commission observed:

They are the attitudes of a subject people rather than of free men. Yet it is the outlook that motivates each segment of our society that will determine ultimately our future achievements. We cannot escape the conclusion that our fundamental need is for a revolution in attitudes through which the cynicism, lethargy, opportunity, suspicion, dishonesty, and indifference that have characterized the outlook of so many of our people and officials in the past will give way to a spirit of individual initiative, personal integrity, pride in accomplishment, trust in one's own fellow men, and a private sense of public duty.¹⁷

The old mentality of the people toward British traditions still lingered. The cleavages between English and national language medium schools are still extant. The well-to-do and the official class mostly patronized the expensive English medium schools while the poor have had to depend upon the impoverished and ill-equipped national language medium schools. For the education of the people the government has depended a great deal upon the voluntary philanthropy of local communities. The imminent need for organized and required local supporter philanthropy has not been recognized.

There has been a dearth of financial resources. There are and have been competing demands upon the economic development of the country on its meager resources. All demands have been urgent and have had to be fulfilled simultaneously. The development plans of agriculture, communication, transportation, water, power, defense, and others have consumed a major portion of national funds. Insufficient funds were left for education. Various educational reforms commissions and educational leaders have repeatedly emphasized the need for larger allocations for education in the central and provincial government budgets. But the allotment for education has continued to be relatively of the same ratio. Thus, although education has been recognized as an investment in national development, commensurate action has been wanting. According to some critics it is somewhat doubtful if those who are at the helm of affairs have fully realized the truly sad plight of education for the children of the masses. The interest in providing education to the children of the common masses, has often been expressed in provisions of low cost education imparted in impoverished schools. Few children of officials and the well-to-do are sent to these poor schools.

Moreover, a great deal of the administration of education is in the hands of Civil Service personnel, who in spite of their fine
capabilities were not prepared to perform many of the technical and professional tasks of educational administration. Each province\textsuperscript{18} has a system of dual control; the Provincial Department of Education usually headed by a Civil Service man,\textsuperscript{19} and the Provincial Directorate of Education headed by an educational man who may or may not be a professional educational administrator. He may be a pure academician. In case of disagreement between the Secretary of the Department of Education and the Director of Public Instruction it is the former who overrules as his rank and position have been considered superior to the professionally prepared head. Fortunately, in West Punjab Province, the Secretary of the Department of Education and the Director of Public Instruction had been combined in one person.

At local levels there have been inefficiencies, maladministration, petty rivalries, and political considerations which have partially obstructed expansion of education, particularly in the primary area.\textsuperscript{20} One by one, each of the governments of former

\textsuperscript{18}See definitions of terms on page 26.

\textsuperscript{19}In West Pakistan, however, the Secretary, too, is usually an educational person.

provinces of Pakistan, East Bengal, Sind, North Western Frontier Province, and lastly and recently the former Punjab, took over the administration from the local authorities.

Political instability of the country in the past has been no less responsible for the stagnation in education. It has been felt by many that political leaders in the Central and Provincial governments were sometimes more concerned with the stability of their own positions, rather than with the execution of the development plans for education. Since 1958, there has been a modified form of martial law government which is now in the process of being replaced by peoples' elected representatives. Among other tasks of national reconstruction this government appointed a Commission on National Education to reorganize and establish a model for the entire system of education in the country. Its recommendations were made public in 1960. It suggested free and compulsory primary education for children of 5 to 10 years of age within the next 10 years. After achieving this goal in 10 years the target of free and universal education would be extended to the age of 13 years to be achieved within an additional 5-year period. These recommendations have been in the process of implementation. There has been formed a regular organization called Education Commission's Reforms Implementation Unit with the specific purpose of implementing the Commission's recommendations. This is probably the first time in the history of Pakistan that educational reforms suggested
by a Commission are being implemented, but the task is a tremendous one. The Curriculum Committee for Secondary Education (Classes VI - XII) has already produced a Report, a document of 647 pages, in the record time of three months. The report of the Primary Curriculum Committee has also been published.

To the everlasting credit of the government several projects for the advancement of education in Pakistan have been initiated and encouraged. Some of these are University of Chicago Project in East Pakistan and Indiana University Project in West Pakistan.

There are still many tasks to be performed which the Commission due to its limitations could not touch upon and which will also be forthcoming from the projects now in progress. Indeed, there are certain basic issues in the development of education which have not been fully dealt with.

Basic reason for slow growth of education

The reasons for slow growth of education stated above provide clues to the limited fulfillment of declared objectives and goals of primary education. However, there has been a fundamental reason for the partial and limited fulfillment of these educational objectives and goals.

The basic reason has been that many issues in the development of education in Pakistan have neither been fully recognized nor resolved. In many instances the objectives are known, but to
reach those objectives one must know what to do and what not to do. Knowing what not to do is no less important than knowing what to do. To reach a goal there are usually choices to be made between several alternative courses of action. Some of these alternative courses of action, if pursued, could actually deter the realization of the goal. For example, if "education for all" has been determined as the goal, then, should this goal be reached through the medium of English or through the media of national languages. Here the medium of instruction is not the goal but it becomes the issue which must be resolved. If "equality of opportunity" was made the objective, there would be several issues inherent in it. One important issue would be, Should all children experience essentially the same curriculum (areas) or should they be exposed to different curricula in terms of their socioeconomic status and for academic talents.

It follows, therefore, that issues arise as the alternative courses to be pursued are pondered in the process of the fulfillment of objectives. These objectives may be framed in the background of historical, national, ideological and educational aspirations. But regardless of pitfalls, the implied issues must be recognized, alternatives examined, and the best possible course chosen to attain the objective.
Unfortunately, many of the basic issues in Pakistani education have seldom been fully appreciated. Only occasionally does one come across the word "issue" in Pakistani educational literature, and this use of the word is usually casual -- meaning a problem or something important. The word has seldom been used to present the crux of a problem in which two or more possible alternatives to realize an objective or to settle a controversy are posed.

One conjectured reason for the limited recognition of issues in Pakistani education lies in the dearth of Pakistani thinkers and philosophers having concerned themselves with the theories and philosophies of education suitable for Pakistani conditions and culture. There appears to have been a general lack of dynamic leadership for education in the country, with rare exceptions.

Furthermore, the traditional lack of empathy of the well-to-do for the children of the poor masses in their want and misery, has been no less a factor in the non-recognition and non-resolution of many issues. There has yet to be born an educational philosopher

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in Pakistan who might be credited with a statement like the following:

What the best and wisest parent wants for his own child, that must the community want for all of its children. Any other ideal for our schools is narrow and unlovely; acted upon, it destroys our democracy.\textsuperscript{22}

The area of primary education has been one of the most neglected ones. The issues of primary education must be resolved first. This study is focused on primary education primarily because it is and will be the foundation upon which all other education is based.

From an overview of the literature, experience in the field, the speculations of other Pakistani educators, and a reasonable perspective of the status of primary education now extant, the following are some of the critical issues and subissues in the development of primary education in Pakistan:

1. Should there be one over-all guiding ideology of education for the entire Pakistani nation or should there be different ideologies of education based upon the socioeconomic status of various segments of the nation?

   A. Should the national languages be the media of instruction in all primary schools of the nation or should a foreign language be the medium of instruction in certain selected schools?

   B. Should the "residential schools"\textsuperscript{23} like other schools of the nation follow a national ideology or should the residential schools be considered above such affiliation with a national ideology?


\textsuperscript{23}See definition of terms on p. 26.
C. Should the missionary schools be under the State control like other schools or should they be independent of State control?

D. Should primary education be free (tax supported) in all schools in the country or should tuition be charged in certain selected primary schools?

2. Should the emphasis be upon quality education, mass education, or both?
   A. Should rural primary education in Pakistan have the same emphasis upon quality as in urban primary education?

3. In view of the principle of equality of opportunity should all children experience essentially the same curriculum (areas) or should they be exposed to different curriculum (areas) in terms of their socioeconomic status and giftedness? (abilities)

4. Should the State be the responsible agent for providing primary education to all children, should private citizens be responsible, or both?
   A. Should the State levy additional taxes placing education on an emergency basis as a part of national defense and development, or should it be left to develop at its own usual pace?
   B. Should the State be responsible for constructing and equipping the primary school buildings, or should the construction and equipment be left to the voluntary support of private citizens and organizations in the local communities?
   C. Should the Central government control and administer primary education or should the Province and/or local community administer primary education?
   D. Should the primary curriculum be developed nationally; at the Provincial level; at the local level with the school as the center; or by a combination of these?
   E. Should the textbooks be prescribed and written at the Central level; at the Provincial level; or left to open enterprise and local selection on the basis of merit?

5. Should the heads of Departments of Education be selected or appointed solely on the basis of Civil Service rank, or should there be required professional preparation for appointment?
A. Should there be one amalgamated Provincial Department of Education or should there be usual dual agencies of Department of Education plus a Directorate of Education in the same province?

6. Should the maktabs\textsuperscript{24} and madrasas\textsuperscript{25} be allowed to exist in their present state; should they be modernized within their traditional organization and philosophy; or should they be amalgamated in the common primary and secondary school system?

7. Should the payment of adequate salaries to primary school teachers precede the evidence of teachers' professional worth; should it be vice versa; or should the two proceed simultaneously?

These are some of the issues that must be resolved before a large-scale expansion of quality primary education may be possible.\textsuperscript{26}

It is imperative for the all-around development of primary education that such basic issues be clearly understood and suitable courses charted for their resolution.

The Purpose of the Study

The purposes of this study have been (1) to examine and analyze the origins and developments of the major issues and objectives in the development of primary education in Pakistan since Partition, 1947; (2) to relate these objectives and issues to well-established models of education; and (3) to speculate about possible adaptations of models suitable for Pakistani primary education.

\textsuperscript{24, 25}See definitions of terms on page 26.

\textsuperscript{26}These seven issues or concerns were selected on the basis of the writer's intimate experience in working with Pakistani schools and from the literature in Pakistani education dealing with problems, concerns, and reforms.
Specifically, the study proposes to --

I. Discover and document the origins and developments of the objectives of primary education in Pakistan:
   A. What have been the sources of objectives since 1947?
   B. Summarization of the objectives since 1947.
   C. Analysis of the objectives.
   D. Restatement of the declared objectives in an organized form.

II. Discover and document the origins and developments of the issues of primary education in Pakistan.
   A. To what extent have the issues been recognised and resolved?
   B. What issues are involved in the fulfillment of objectives of primary education?
   C. What should be the stand on these issues?

III. Consider possible models of education for Pakistan which may gain acceptance and be practical.
   A. To which of the following three models does the development of education in Pakistan conform:
      (i) education with focus on national development, (ii) education focusing on the individual and his personal needs, and (iii) laissez-faire development of education.
   B. To consider a possible combination model for education in the immediate developmental period of education in Pakistan and for the future.

The Design of the Study

Pakistan is fortunate that its nationals studying at foreign universities in the U.S.A., the U.K. and other countries have been
doing research on the improvement of many phases of national life of the country. In doing such research they have faced the difficulties of distance from the Pakistani locale and limited access to publications about Pakistan. However, the researchers have somehow been able to procure necessary documents to carry on acceptable research. They have been, nevertheless, precluded from doing much in the way of experimental or survey research involving on-the-spot observations and data gathering. Their doctoral dissertations and Master's theses have employed mostly the techniques of logical discussion, both subjective and objective, usually corroborated by facts and figures gleaned from the relevant literature and documents. Pakistani researchers in foreign countries also have drawn upon the universal principles and concepts in the field as might be in vogue in the country where they were studying. Thus, studies by Pakistani scholars in foreign countries have made a useful contribution to knowledge in the field. Survey-questionnaire research, apart from its limited reliability as a method of research, has not been popular in Pakistan. A questionnaire by the Educational Reforms Commission in East Pakistan sent to 4,598 individuals and organizations elicited replies only from 155.27

A logical and objective discussion based upon authentic facts and figures derived from reliable primary and secondary sources may be a fairly acceptable means of research. This study, too, having been conducted in the United States, had to be designed within the limits of practicality.

Broadly speaking, the design of this study has been designated as historical - documental - philosophical.

Sources of data

The sources of data used have been both primary and secondary. Due to the paucity of materials about Pakistani education it has been difficult to distinguish between primary and secondary sources. Actually only the publications of official organizations such as directly concerned government authorities and the institutions themselves could be deemed primary sources. Even the primary sources have not been as reliable as they might have been. Only recently, the Bureaus of Education have been established at the Central Government level and in the two Provinces to provide reliable statistics on educational matters of the country. Materials published by such persons and organizations as do not have a direct relationship with the development of Pakistani education have been considered secondary sources.
A list of major primary and secondary sources of this study follows:

A. Reports, records, legal documents, legislative proceedings, monographs, Acts, Ordinances, Gazettes and Orders issued by the Central and Provincial Governments of Pakistan and pre-Partition India.

B. Central Ministry of Education; former Provincial Ministries of Education, Central and Provincial Departments of Education; Provincial Directorates and Inspectorates of Education; Central and Provincial Bureaus of Education; Archives of Embassy of Pakistan in the United States; the United States Library of Congress.

C. Educational Plans by Central and Provincial Governments and Proceedings of national educational conferences.

D. Books, periodicals and articles on Pakistani and pre-Partition Indian education published by private, public and foreign agencies, and Unesco.

E. School bulletins, reports and records of students in Pakistani schools.

F. Speeches and writings of Pakistani educators, and American educators who have been to Pakistan.

G. Doctoral dissertations and Master's theses on Pakistani and Indian education written in the United States.

H. American publications having some bearing on Pakistani education.
I. The investigator's own experiences as an educator and administrator in Pakistan and India.

J. Pakistani newspapers such as Dawn, Pakistan Observer, Pakistan Times, and Morning News.

Procedure for collecting data

First, a review of related literature, mostly Doctoral dissertations and Master's theses on Pakistani and Indian education submitted to American universities was made. Publications which throw light on the historical development of primary education since 1947 have been studied and relevant data for the problems under investigation procured. Other sources of data enumerated above have been studied to form a clear picture of the existing primary education in Pakistan. All origins and sources have been documented. Gleanings have been made from the readings with as much objectivity as possible.

The investigator went to Washington, D. C. for three weeks to study the original documents and other publications in the archives of the Embassy of Pakistan and in the Library of Congress.

Treatment of data

The data gathered have been analyzed and interpreted logically, historically, and philosophically. The information gathered has been examined in terms of logic, sequence, relevance, validity, reliability, and principles of scientific thinking.
Finally, the findings have been related to three postulated models of education.

A. Individual oriented model: This postulated model may be described as characteristic of education in the United States, where the individual rather than the State, has been the focal point of education. It has been sometimes referred to as the "consumer model".

B. National Oriented model: This postulated model may be in evidence in authoritarian countries like Russia or Nazi Germany where the focal point of education is State, and the individual is secondary. It has sometimes been referred to as the "Nationalistic Developmental model".

C. Laissez-faire model: This postulated model may be in evidence in undeveloped countries where education is not directionally organized and oriented and is left to uncoordinated private and governmental efforts and support.

The suitability of each of these models has been examined for Pakistani conditions and an effort has been made to hypothesize an eclectic model for education in Pakistan for the immediate future and for the years ahead.

Significance of the Study

The uniqueness of this type of study on primary education in Pakistan lies in its approach to the basic elements of issues and
objectives. Very little research has been done on issues and objectives of education in Pakistan, and relatively none on their origins and developments. The need for this kind of documentary research has been obvious for some time. One of the major concerns in a youthful country like Pakistan is to postulate a pattern and philosophy upon which to build future education. It is hoped that the results of this research will provide a small contribution in the way of a backdrop against which the educators, planners and government officials may evaluate schemes and systems to solve the tremendous problems ahead of them in organizing an ultimate system of education in Pakistan.

Thus, the study may possibly stimulate reflective thought on problems of Pakistani education. It may be one of the contributions toward the development of a Pakistani philosophy of education, especially in primary area. It may also be helpful in pointing out the need for having a direction to the growth of education in Pakistan. The results of this investigation may also be helpful in recognizing and resolving major issues confronting the development of primary education in Pakistan.

Efforts of this nature may perhaps be instrumental in establishing the need for a change and modifications in the attitudes of government and general public, particularly of the well-to-do, toward the education of the children of the masses. Studies like
this may enable all Pakastani nationals to understand the obligations of accepting the principle of equality of opportunity. Information of this kind may help in the realization that all education is not quality education and that children must be provided, as far as humanly possible, equally good opportunities whether they live in rural areas or urban, whether they come from rich or poor homes.

The results of this study may also be instrumental in pointing out the need for developing suitable administrative concepts of primary education in the country.

Finally, the report of this study may serve as a reference for Pakistani educators, students, government and political leaders; provide an addition to the literature on comparative education; and be a precursor to further research on objectives, issues, and models of education in Pakistan.

Definitions of Terms

**Class.**—In Pakistani schools 'class' means grade, e.g., 'Class V' means grade 5. A class is always indicated in Roman figures.

**Commissioner.**—A high-ranking government administrative officer who is the head of a 'division' comprising several 'districts.'
**District.**—A unit of 'division'. The administrative head of the district is called the District Magistrate. It is similar to the American county. In Pakistan the district is not used as a unit of the school system in the state.

**Division.**—A major administrative unit in the province or state.

**Issue.**—A controversial problem having two or more debatable propositions. A detailed definition has been given on pages 35-36 in Chapter II of this study.

**Laissez-faire.**—A state of affairs which continues without interference or planning.

**Madrasah.**—A higher institution of Islamic learning. Sometimes, the term is used loosely, meaning a school.

**Maktab.**—An elementary school where children are taught Islamic religion and the 3 R's. Often the term has no strict definition of the number of grades it comprises. Maktab may also mean any school.

**Maulvi.**—Literally it means a Muslim priest. However, anybody who appears to follow Islam seriously is also commonly designated as a maulvi. He is usually assigned with the task of teaching religion and classical languages in schools.

**Objectives.**—The word, objectives, in the context of this study has been used in the broad sense of purposes, aims, and goals.
Primary.--Elementary stage of education from Class I to V for the children of 5 to 10 years of age.

Province.--State, an autonomous unit within the country, e.g., Ohio in the United States. There are two provinces or states in Pakistan: East Pakistan and West Pakistan.

Residential Schools.--Schools run on the lines of famous English Public Schools, like Harrow and Eton. The residential schools have usually been known as 'public schools.' 'Residential' is probably a new term to avoid the word, 'Public.'

Rupee.--Unit of Pakistani currency, equivalent to 21¢. One dollar is equal to 4.76 rupees.

Review of Related Literature

Although there exists a considerable body of literature on education in pre-Partition India, yet since the establishment of Pakistan in 1947 there have been very few standard publications on Pakistani education. Fifteen years is not a long time for a youthful country faced with so many problems of national development.

The majority of the publications have been produced by various agencies of government. In the major these have not explicitly dealt with the issues of education, as referred to earlier in this chapter. However, the government reports and plans have made frequent mention of objectives. Inferentially, they alluded to issues as well.
To date there has been published perhaps only one standard book on primary education, or for that matter, any level of education since 1947. This is a Unesco sponsored study, number XII in the series, Studies on Compulsory Education. It is entitled *Compulsory Education in Pakistan* by Muhammad Shamsul Huq. In this small book of 169 pages the author has very ably surveyed the needs and characteristics of primary education in Pakistan. He has suggested increased taxation on the high income groups for support of education, recommended a Compulsory Primary Education Scheme in East Bengal (i.e., East Pakistan), to attain compulsory free primary education for all children in the province within a two year period, and a practical plan for the training of teachers. He has, however, not addressed himself directly to the issues which have been raised in this study and in sense propounded here.

Fazlur Rahman's *New Education in the Making in Pakistan: Its Ideology and Basic Problems* is comprised of a collection of his lectures which were delivered to the yearly meetings of the Advisory Board of Education as its chairman and the first Minister of

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28 Muhammad Shamsul Huq, *op. cit.*

Education of Pakistan. The lectures provided a thought-provoking presentation of the problems of educational reorganization in the early years of Pakistan.

The largest number of publications on Pakistani education has originated from the Government. These are much more comprehensive than the above mentioned private publications. The *Proceedings*\(^{30}\) of the first Pakistan Educational Conference of 1947 was the pioneer report on the country's educational problems and how to solve them. Later, *Proceedings of the Meetings of Advisory Board of Education*\(^{31}\) provided glimpses of year-to-year progress in reorganizing the system of education at all levels. The *Six-year National Plan of Educational Development of Pakistan*\(^{32}\), produced in


1952, was the first comprehensive plan for the reorganization of education in the country. In the *First Five Year Plan, 1955-60*, of national development there was included a chapter on Education and Training which long remained a scientific study of Pakistan's educational needs and how to fulfill them. The Government of East Pakistan published *Report of the Educational Reforms Commission, East Pakistan* in 1957 which was a comprehensive survey of the educational needs of the province of East Pakistan. *Report of the Commission on National Education* published in 1960 has become a milestone in the development of education in Pakistan. This *Report* has been referred to at appropriate places in this study. The Education Commission's Reforms Implementation Unit has been producing comprehensive reports on the implementation of the Commission's recommendations. These have been produced in the form of bulletins, newsletters, brochures and full-fledged reports of high professional value on educational matters.

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34 Government of East Pakistan, Chief Minister's Secretarial, *op. cit.*

Of the doctoral dissertations written in the United States on Pakistani education, three deserve special mention. Mansoor Unnisa Siddiqi made a study of the contributions of Islamic education with special reference to Pakistan. The conclusion was made that there should be a balanced synthesis of Islamic and Western philosophies in the background of the economic needs of the country. She defended the imparting of religious instruction in all schools in Pakistan, and lamented the neglect of esthetic element in the school curriculum and pleaded for better esthetic orientation.

Another dissertation by G. H. O. K. Jafferi proposed a plan for operating the rural schools in Sind as community schools with the object of reconstructing and improving villages. In 1959, U. M. Saleem Khan Farani made a study to analyze the factors affecting curriculum planning in Pakistan. He discussed every

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37 Sind was a province in West Pakistan. In 1956 Sind, along with other provinces in West Pakistan was amalgamated into one province of "West Pakistan."


conceivable factor and its implications for curriculum planning. These factors were "geographical, meteorological, hydrological, topographical, demographical, ethnological, economic, social, cultural, religious, political and educational." The researcher looked at the country's needs from all these angles and accordingly suggested measures to be adopted in curriculum planning.

The above dissertations are not directly related to the theme of this study, viz., issues and objectives of primary education. However, they do point out the need for developing an ideology for education in Pakistan, improvement of rural schools and communities and consideration of the country's and individuals' needs in planning the curriculum.

One dissertation on Indian education deals with educational issues. Conditions in Pakistan and India being very similar, especially in the educational field, it was expected that Herbert de Souza's Educational Issues of India, 1947-1954 would provide some worthwhile inferences for resolving educational issues in Pakistan. However, the expectation was not fulfilled. The purpose of de Souza's study was "to trace that culture to its beginning, follow its buffetings under onslaught, discover the problems thereby created and discuss the issues that confronted in India." This


41 Ibid.
is hardly a specific statement of the purpose. A major portion and contribution of the study was devoted to the historical narration of educational development in India. It also included a discussion of two proposed major objectives of India's educational program, viz., "a system of education universal in scope and national in character." His study seems to be a descriptive type of narrative about the two objectives. One fails to find clear statements of controversial issues and any comprehensive treatment of them.

Organization of Chapters

A brief outline of the organization of the succeeding chapters may be helpful to the reader. Chapter II delineates the major issues and objectives in the development of primary education. It describes how issues have been dealt with in the literature on Pakistani and American education. The objectives of primary education have been summarized and restated in an organized form. The chapter then presents a list of major issues as recognized by the investigator. In Chapter III the major issues have been handled and the historical perspective of each presented. An analysis of the issues was made, and finally, dispositions of issues discussed. Chapter IV evaluates possible models for education in Pakistan. The last, Chapter V, provides the summary and conclusions of the study.
CHAPTER II

SOURCES, ORIGINS, AND DELINEATIONS OF MAJOR ISSUES AND OBJECTIVES

The purposes of this chapter are to: (1) define what is meant by an issue; (2) review the possible sources from which issues emanate; (3) summarize and restate in a systematic form the declared objectives of primary education in Pakistan postulated since 1947 up to the present; (4) analyze pertinent factors and objectives; and (5) select logical and appropriate issues to be considered and resolved.

Explanation of 'Issues'

The word 'issue' has been defined in Webster's Third New International Dictionary in several ways. Some of the relevant definitions are as follows: "a point in question of law or fact;" "a matter that is in dispute between two or more parties or that is to be disputed by the parties: a point of debate or controversy;"


2 A preliminary discussion of 'issues' may be seen on pages 16-18 of this study.
"a matter not yet finally settled and on the settlement of which something else depends;" "a pregnant unsettled matter: vital question (burning issues of the day);" "problem: a controverted subject or topic;" "something entailing alternatives between which to choose or decide;" "something involving judgments or decisions;" "the point at which a question is ripe for decision;" "a means of settling a point of debate or controversy;" "specifically: a test or trial by means of which a question can be settled."

Broadly speaking, the investigator has used the word 'issues' in all of the senses given in the above definitions from the dictionary. The word is, however, used more in the sense of: "a point of debate or controversy," "vital question," "something entailing alternatives between which to choose or decide," and "a means of settling a point of debate or controversy." The word is not used, in the context of this report, to be synonymous with 'problem,' though again, any issue may be interpreted as something problematical and requiring a solution.

**Issues in literature on Pakistani education**

To the extent that the literature on education in Pakistan has been reviewed, direct references to 'issues' in Pakistani education are not frequently mentioned. There were, however, some exceptions: In the *Proceedings of the First Meeting of the Advisory*
Board of Education for Pakistan\textsuperscript{3} the word 'issue' has been and is much used in the same sense as used in this report. There have been listed three issues of language learning in Pakistan:

(1) What language or languages should be taught to a child at the earliest stage? (This will determine the place of regional languages.)

(2) At what stage the lingua franca be introduced and in what form? (This will determine the place of Urdu and English.)

(3) What should be the medium of instruction from the earliest stage? Should it be the same throughout or need it be changed? If so, at what stage?\textsuperscript{4}

Apart from the merit of the above questions and the stands taken on them in the cited Proceedings it must be acknowledged that the above are vital questions. They come very close to the definition of issues accepted in this study. In issue number (3) above, the question about the medium of instruction, viz., "Should it be the same throughout or need it be changed," is in line with the definition of an issue as seen in this report.\textsuperscript{5}

\textsuperscript{3}Government of Pakistan, Education Division, Proceedings of the First Meeting of the Advisory Board of Education for Pakistan, From 7th to 9th June 1948 (Lahore: Pakistan Printing Works, 1949), p. 39.

\textsuperscript{4}Ibid.

\textsuperscript{5}See postulated issues on pages 16-18 in Chapter I of this report.
It is possible that there are other references in which issues of Pakistani education are discussed in the same way as above, but which have not come to the investigator's notice. It must be said, however, that there is little probability of there being a comprehensive treatment of issues of all or any of the levels of education.

Two most comprehensive documents on primary education and on all levels of education are, respectively, Compulsory Education in Pakistan and Report of the Commission on National Education. Although these documents occupy a position of importance and posture in the literature on education in Pakistan and have dealt with numerous problems of education, they do not specifically mention 'issues' in the sense under discussion here. In places the words 'issues' and 'issue' have been used in a general sense meaning a problem or something important. For example, this is how the word 'issue' appears in the Report of the Commission on National Education:

6 Muhammad Shamsul Huq, op. cit.

We must now turn to the national languages as subjects of study. We believe that this is an important issue. In every country adequate attention is paid to the study of the national language and literature and to the use of modern techniques of teaching.®

Recognizing the highly specialized character of medical education the Commission does not consider it proper to discuss the purely professional content of this course of study. We will, therefore, confine our observations to those issues which the medical course faces in common with the other sectors of higher education... The first question in this context is the qualifications for admission to medical colleges... On the question of aptitude and oral tests, the opinions expressed were divided chiefly because of the fear that such criteria might be misused... Related to this issue is yet another problem, namely the recommendations of the Pakistan Medical Council... 9

In the first extract the word 'issue' has been used in a general sense meaning a topic, subject, or problem. In the second extract, the words 'issue' and 'issues' have been again used in the sense of citing important questions or topics. It may be acknowledged that 'problems' and 'issues' have perhaps been used interchangeably.

The following two extracts from Compulsory Education in Pakistan further indicate how the words have been used:

®Ibid., p. 284. (Underlining by the investigator.)

9Ibid., p. 104. (Underlining by the investigator.)
Sind has already abolished the district school boards. East Bengal is on the way to abolishing them. Punjab alone has decided to let the local administration continue, although the weight of opinion against it is considerable. The issue needs to be examined in the light of the tradition and social structure of Pakistan, and not clouded by any consideration other than the interest of education.10

Similarly, cheaper types of buildings, economical but educationally sound equipment, curricula for rural schools, training programmes for rural teachers, production of suitable reading materials are among the urgent and challenging issues which require continuous and systematic investigation.11

In the first extract the 'issue' appears to have been stated as a point of debate between local and State control of education. In the second extract 'issues' clearly stands for problems, and the 'issues' are inferential. It is thus further indicated that the issues were there, and had been stated rather implicitly as problems or questions. Indeed, as yet there has not been made an explicit and comprehensive documentation of the many issues confronting education in Pakistan at any level.

It is, therefore, extremely essential for the balanced growth and direction of education in Pakistan that the issues must be clearly understood and faced. However, in this study, before attempting to discover and document the issues in the development

10 Muhammad Shamsul Huq, op. cit., p. 62. (Underlining by the investigator.)

11 Ibid., p. 63. (Underlining by the investigator.)
of primary education in Pakistan, it has been deemed advisable to consider briefly how issues of education were recognized and documented in the United States of America.

**Issues in American education**

Clear statements of issues in elementary, secondary, and higher education in the United States have been frequently made. Some of the recent pronouncements on issues are as follows:

**Issues in elementary education.**—The Educational Policies Commission of the United States consisting of eminent educators lists 10 'contemporary' issues in the form of questions. Some of them are:

Should foreign languages be taught in the elementary school? Should the elementary school be departmentalized? Should the school accelerate or hold back pupils in terms of their ability to meet a uniform standard of achievement? Should the elementary school establish a special program for academically talented children? What services should be supplied in support of the teachers? How can enough good elementary school teachers be found?12

The above issues are worded as vital questions and problems. This is another example of the interchangeable use of issues and

problems. Almost all of the above issues are confronted by primary education in Pakistan as well. However, as obvious, they are in a different cultural setting in Pakistan. The significant contribution here lies in the fact that the educational leaders in the United States met together and dispassionately considered the issues in elementary education. This may suggest that similar action by leaders in Pakistan could prove to be very fruitful.

**Issues in secondary education.** Issues in secondary education in the United States are also stated in succinct language. For instance, Alberty states 15 issues in secondary education some of which are as follows:

Should secondary education be provided for all youth; for most; or for the relatively small group who are intellectually capable of profiting from it? Should the school indoctrinate for democracy, withholding data concerning other ideologies; examine critically all ideologies and let the student decide; or indoctrinate for the ideology in which the teacher believes?\(^{13}\)

The above presents an excellent model of a statement of issues worthy of emulation in Pakistan and other countries.

**Issues in higher education.** The Association for Higher Education in the United States publishes an annual document entitled,

"Current Issues in Higher Education," which is a report of the proceedings of the annual National Conferences of Higher Education. Each Yearbook lists the current issues in the area discussed by eminent persons in the field. For example, Current Issues in Higher Education, 1959, lists 31 issues in the form of questions. Then opinions are given on each issue and an attempt is made to arrive at an agreed solution or at least to provide an awareness of various positions on the issue.

The purpose of the preceding paragraphs has been to show that even in an educationally advanced country like the United States there has been a tremendous effort made at national, local and private levels to define and face the educational issues squarely. Pakistan, being a developing country with 85 per cent of its people illiterate and 58 per cent of its children out of school, needs a much greater effort in this respect than in the United States. It is appropriate indeed, that the issues in the development of education at all levels in Pakistan be defined and understood.

Rationale for choosing major issues in Pakistani primary education

There has been no set pattern for defining issues. Whenever there has been confusion in educational matters and attempts are

made to clear the confusion through critical thinking, several alternatives or issues present themselves for consideration and evaluation. When there was confusion and differences of opinion regarding the treatment of the gifted children, American educational leaders raised the issue: "Should the elementary school establish a special program for academically talented children?" Similarly in Pakistan states of confusion in educational matters give rise to issues, whether recognized or unrecognized.

Upon review of various issues and problems referred to in the above cited sources there seem to be some guideposts to which all issues are related. Invariably they deal with (1) the individual - his fullest development; (2) the country - its welfare, efficiency and economics, and conservation of resources, both physical and human; and (3) welfare of humanity and society - cultural and spiritual values, arts and technology.

Confusion in education matters in Pakistan

Some of the confusions in educational matters in Pakistan are related here as samples:

I. According to the Census of 1961 only 15.3 per cent of the people can read or write. In other words nearly 85 per cent of the

15The Educational Policies Commission, op. cit., p. 18.
population is totally illiterate. According to the Census of 1951 only 13.8 per cent were literate or nearly 86 per cent illiterate. It means that the progress of such a basic thing as literacy has almost been at a standstill. Of course, credit has to be given to the increase in population from 76 million to 94 million in the decade.

II. In 1953 nearly 60 per cent of children of school age were out of school.¹⁶ In 1960, 58 per cent of children of school age were still out of school.¹⁷ This has been the state of affairs when since 1947 it has been resolved that, "free and compulsory primary education be introduced for a period of five years, which should be gradually raised to eight years."¹⁸

III. There has been no uniformity in the school system. There have existed English medium schools, and national language medium schools. There are still many schools functioning in mud or bamboo huts with little or no equipment. Then there are palatial

¹⁶Muhammad Shamsul Huq, op. cit., p. 43.
residential schools on the model of the English Public schools. Children from the well-to-do classes generally go to English medium schools, whether private, public, or missionary. The poor children go to ill-equipped national medium schools. Children in the English medium schools are generally exposed to enriched curricula. Children in the other type of schools are exposed to inferior curricula. There has been existing such a diversity among Government national medium primary schools, Government English medium 'model' schools, Railway schools, Cantonement schools, Forces' public schools, Residential schools, mill schools, and private schools with their different media of instruction, values, and curricula, that the situation perhaps borders on chaos. As a consequence the social gulf between different classes of the nation having the same cultural background and speaking the same language continues to increase.

IV. The abject poverty and almost the lowest social status in which the primary school teacher lives, is another factor of confusion. Moreover, nearly 28 per cent of the primary school teachers are not trained for the job of teaching.  

There are many more confusions but only four have been selected here as examples.

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Issues arising as a result of confusion

Consideration of the confusions described above necessitates inquiry into reasons for them. In the case of slow growth of illiteracy the reasons may lie in insufficient centers for adult education, incomprehensiveness of Village-AID program, absence of up-to-date plan, lack of coordination and cooperation between various private and public agencies devoted to removal of illiteracy, and limited support from government and people. After considering these reasons the issues arise: Is the present plan for removing illiteracy adequate or inadequate? Should the government give higher priority to the removal of illiteracy; should it continue its efforts at the same pace but with increased efforts from private individuals and organizations; or should the growth of literacy be left to laissez-faire?

In the case of non-attendance of school by the majority of school age children, other issues arise: Should the problem be declared a national emergency to be dealt with by all the might of government at local, provincial and national levels, or should its solution be left to laissez-faire pace of development?

Regarding the great diversity among the schools based upon a social class system, the issue arises: Should the children of the same nation having the same citizenship rights, culture, and obligations, be guided by a basic universal ideology irrespective
of class or creed or should they be guided by divergent ideologies based upon their socioeconomic status?

The abject and lowly station of the primary teachers gives rise to the issue: Should the education of the young generation be entrusted into the hands of a class of people who have such a low status in society or should the task of their education be entrusted to people who command respect in society and a decent standard of living necessary for the daily exacting task of a teacher?

There may be other opinions about the possible issues arising out of the aforementioned confusions. The point established here is that a thoughtful consideration of confusing and unsettled conditions leads to a recognition of inherent issues in clarifying and settling those conditions. There exists, however, yet another source of issues. That source is the declared objectives of education. The divergent means which can be possibly employed in realizing the objectives become the points in debate or issues.

**Issues arising out of objectives**

There have been several pronouncements on the objectives of primary education in the short history of Pakistan since its establishment. Since the earlier years there have been declared broad general goals to be achieved during a set period along with
philosophical purposes and objectives of primary education. Since nowhere in the literature have the objectives been comprehensively stated and brought together, it is the purpose of the writer to summarize these objectives in this section. The following recapitulation of the objectives of primary education since 1947 up to date, i.e., the year 1962, has been based upon extracts from original documents.

Objectives of Primary Education

There have been five origins of objectives of primary education since Independence in 1947. These have been summarized in the following sections.

Pre-Planning period.--From 1947 to 1951 there was no comprehensive plan for the development of education. The first plan was formulated in 1951. Before that year the meetings of Pakistan Educational Conference and Advisory Board of Education for Pakistan were held frequently and they set forth certain goals and objectives in all areas of education including primary education. The first Pakistan Educational Conference of top educators and officials, convened immediately after Independence in November 1947, resolved
that "free and compulsory primary education be introduced for a period of five years, which should be gradually raised to eight years."\textsuperscript{20}

After comprehensively reviewing the various aspects of education and the problems arising from them, the conference laid down in broad outline certain basic policies and recommended the setting up of a number of coordinating and advisory agencies in different educational and cultural fields. By far the most important of its recommendations related to the adoption of an educational ideology and a national language for Pakistan. Realising that the prevailing system of education was defective in both its form and content and wholly out of tune with the genius of the people as well as the requirements of a modern democratic state, it urged that education should be inspired by Islamic ideology emphasizing among its many characteristics those of universal brotherhood, social justice and tolerance. The Conference also realised that English, which has hitherto dominated the educational system and inhibited the growth of indigenous languages, should yield its primacy to Urdu\textsuperscript{21} which should henceforth be the national language of Pakistan.\textsuperscript{22}

The National Advisory Board of Education accepted the above resolution of Pakistan Educational Conference as did the Central and Provincial Governments. They agreed that,

\begin{itemize}
  \item \textsuperscript{20}Government of Pakistan, National Planning Board, \textit{op. cit.}, p. 545.
  \item \textsuperscript{21}Bengali and Urdu are the national languages of Pakistan.
\end{itemize}
The educational system of every State aims inter alia at two things: the inculcation and faith in destiny of the State in the student and acceptance of its ideals. The educational system of Pakistan should also, in an integrated manner, inspire the student with a firm faith in the destiny of Pakistan as the torch-bearer of the Islamic conception of one world based on tolerance, justice, and equality. This educational system must have a social purpose and should discourage all parochial prejudices resulting in Provincialism, sectarianism, etc.

According to this conception of Islamic ideology:

(i) All men are equal and have equal rights and equal obligations.
(ii) Humanity is one family.

This conception of Islamic ideology should permeate our educational system through

(i) the personality of the teacher
(ii) curriculum
(iii) textbooks
(iv) visual aids
(v) Educational broadcasts.23

Six-Year Development Programme of Pakistan, 1951-1957.--The Six-Year Development Programme was the first full-fledged plan of

23 Government of Pakistan, Education Division, Proceedings of the First Meeting of the Advisory Board of Education for Pakistan, op. cit., p. 20.
national development drawn under the Colombo Plan. Under this Plan a sum of Rupees 190 million was allotted to education out of a total budget of Rupees 2,600 million. No purposes or objectives of primary education were formulated under the Plan. Only long term goals were set forth, viz., one school of 150 pupils and five teachers for every village; each new school building partially made of mud consisting of four rooms to cost Rupees 8,000 (i.e., $1,600 approximately); and teachers' salaries in the scale of Rs. 30-1-35-3-50. with some allowances.

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24 Government of Pakistan, Ministry of Economic Affairs, _Six-Year Development Programme of Pakistan, July 1951-June 1957_ (Karachi: Ministry of Economic Affairs, 1951). This Plan was actually implemented to some extent but was later discarded. The second 5-Year Plan was drawn a few years later and was wrongly called _The First Five Year Plan 1955-60_ with the result that the current Third Plan is called the _Second Five Year Plan 1960-65_. This should really be called "Third Five Year Plan" to save Pakistan from the embarrassment caused by a neighboring country's having its actual Third Five Year Plan for the same period 1960-65 although the latter won Independence one day later than Pakistan. If the first Six-Year Plan is totally discounted on account of its partial realization then the same argument holds true for discounting the "First Five Year Plan" because it too was not fully realized. As a consequence the current "Second Five Year Plan" should still be called "The First Five Year Plan!"

25 Government of Pakistan, Education Division, _Six-Year National Plan of Educational Development for Pakistan_, op. cit., p. 2.

Six-Year National Plan of Educational Development for Pakistan, 1952.--The Six-Year National Plan was decidedly the first major comprehensive plan at the national level for the all-around development of education. Specific statements of objectives of primary education were not yet made. However, there are remarks which have implications for objectives.

In the existing circumstances of the country, it is considered that this period (8 years) will provide the minimum preparation for citizenship which is required by the exigencies of a modern, democratic state.

Considering that five years in a primary school constitute the most impressionable period of a child's life, the education as at present imparted to him is gravely deficient and can at best provide a very precarious basis for literacy. Literacy is by no means synonymous with true education in so far as the latter term implies the integrated development of the spiritual, intellectual, emotional and physical needs of the child. And since a large majority of children do not proceed to secondary schools, it becomes all the more important to give them a sound primary education and thus save them from the danger of relapsing into illiteracy.

The First Five Year Plan, 1955-60.--The so-called 'First' Five Year Plan of national development has a chapter on Education

27 Government of Pakistan, Education Division, Six-year National Plan of Educational Development for Pakistan, Part 1, op. cit.

28 Ibid., p. 13.


30 See footnote number 24 on page 52.
and Training which was long considered an excellent overview of education in Pakistan in view of the lack of standard literature in the field. This Plan, for the first time in the educational development of the country, had a sub-heading, "Objectives of primary education." However, no clear-cut precise objectives were listed there. The thinking on objectives seems to have been in the process of development until ultimately it matured by 1960, as shown in the succeeding sections. One relevant extract from the Plan follows:

The kind of education developed for our people must be remodeled by the educational leadership of the nation to produce in a generation men and women with character and with faith in the principles upon which Pakistan was founded... It should, however, be said here that we should maintain a uniform primary school system instead of introducing a variety of 'basic' schools or 'fundamental' schools or 'village' schools. The present system should not be further weakened by the dilution which would result from a multiple system. It should rather be improved, with enough flexibility to provide for varying local needs and for experimentation.32

Educational Reforms Commission, East Pakistan, 1957.—This Commission was set up by the Provincial government of East Pakistan


32Ibid., p. 546.
and it made a complete survey of all phases of education in Pakistan and suggested reforms at all levels. It clearly states:

Education of a child in the primary stage should aim at his (i) physical development, (ii) mental and emotional growth, (iii) social and moral training and (iv) preparation for everyday life.\(^{33}\)

Whether through compulsion or by softer methods, the educator seeks to bring together in the primary stage all the children of the nation, belonging to the particular age group. The educator seeks to design this stage in such a manner as to ensure a functional literacy and to inculcate, not through a merely verbal process but through real and organised life situations, a sense of moral and civic responsibility that may enable the children to function in society with reasonable efficiency. The primary stage should, therefore, be treated as self-contained and be a self-sufficient unit as far as possible.\(^{34}\)

**Commission on National Education, 1959, and The Second Five Year Plan (1960-65)**--By far the most comprehensive and progressive statement on the education of Pakistan in her entire history came from the Commission on National Education whose Report was published in 1960.\(^{35}\) The Second\(^{36}\) Five Year Plan was produced in the same year and "the principal recommendations of the Commission have

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\(^{34}\)Ibid., p. 9.


\(^{36}\)See footnote number 24 on page 52.
been included in the Second Plan within the limits of available resources."\textsuperscript{37} Hence, while this Plan emphasized "the revision of primary school curriculum to bring it into harmony with the needs and abilities of young children" it broadly referred to inculcation of moral and civic virtues as some of the objectives of primary education.\textsuperscript{38}

However, the most sophisticated statement on objectives of primary education came from the Commission on National Education. The objectives have been stated very clearly as follows:

(a) to provide such education as will develop all aspects of a child's personality—moral, physical, and mental;

(b) to equip a child according to his abilities and aptitudes with the basic knowledge and skills he will require as an individual and as a citizen and which permit him to pursue further education with profit;

(c) to equip in a child a sense of citizenship and civic responsibilities as well as a feeling of love for his country and willingness to contribute to its development;

(d) to lay the foundation of desirable attitudes in the child, including habits of industry, personal integrity and curiosity;


\textsuperscript{38}Ibid., p. 342.
(e) to awaken in the child a liking for physical activity and an awareness of the role of sports and games in physical well being.39

The foregoing recapitulation of the objectives of primary education gives rise to the question as to what issues result from them, particularly in regard to the plans for the implementation of these objectives.

Issues resulting from the objectives

The summarization of the objectives of primary education since Partition up to date provides an opportunity to think about the issues involved in the realization of them. These issues mostly consist in different means and alternative courses open to achieve them. More than one set of issues can be framed in regard to any objective depending upon the angle from which the objective is viewed. It is also possible that the objective itself may become an issue by its controversial nature and the issue may merely consist in approving or disapproving the objective.

Framing issues might appear to be an endless task; alas, not so. An issue has to be justified as a reality. Principles which are universally accepted or accepted by the great mass of people of a country, cannot be called issues (at least in that country). For

example, "Should humanity be educated or not educated," is avowedly a reality that would not gain much acceptance as an issue. Or, in the United States, "Should education be for democracy or for communism" may not be an issue inasmuch as education for democracy is already universally accepted as the national ideology by the great mass of American people. Similarly in Pakistan, principles and purposes which are universally accepted by the people of Pakistan as a nation cannot be converted into issues. Sometimes, decisions have been reached which terminate the possibilities of 'issues'.

An analysis of the above objectives indicates that there are certain main guidelines to which all these objectives are related. It seems worthwhile to present here a consolidated resume of the objectives of primary education as conceived up to date. All the objectives are related to five guidelines, namely, educational ideology, patriotism, formation of character, integrated development of the child's personality, and the acquisition of basic knowledge and skills. Any objective formulated since 1947 falls under one of these five categories. The following consolidated summation of the objectives of primary education is exclusively based upon the sources cited in the summary presented in the previous section. The explanatory sentences, too, originated from said sources.

40See page 44 in this chapter.
Restatement of Objectives

I. Educational ideology

A. Islamic ideology based upon universal brotherhood, social justice, and tolerance, should inspire the educational system. The ideology provides that all men are equal and have equal rights and equal obligations, that humanity is one family. This ideology should permeate the educational system through the personality of the teachers, curriculum, and other means. Pakistan should firmly believe in 'one world' concept of this ideology.

B. There should be free and compulsory primary education for five years to be gradually raised to eight years.

C. There should be a uniform school system. There should be no multiple school system having diverse 'basic', 'fundamental', and 'village' schools. Such 'dilution' resulting from 'multiple educational system further weakens' the educational system. The present educational system is out of tune with the genius of Pakistani people and requirements of a modern state.

D. Primary education should be treated as a self-sufficient and self-contained unit.

E. Primary education should prepare the child for everyday life.

F. National languages must be given priority over English which has long dominated the educational system and inhibited their growth. English must yield primacy to the national languages.

G. There should be provision for experimentation in the educational system.

II. Patriotism

A. Primary education must provide opportunities so that children should develop love for the country and have faith in its destiny.

B. They should be encouraged to accept the country's ideals and the principles on which Pakistan was founded.

C. Education should bring together all children of the nation and should discourage parochial prejudices resulting in provincialism and sectarianism.
D. It should provide for the sustenance of spiritual and material needs of the country.

E. It should prepare children for citizenship and for the exigencies of a modern democratic state, and inculcate in them a sense of civic responsibility.

III. Formation of character

A. Education should help produce men and women of character. Care should be taken to enable the child to develop good character in the most impressionable period of his life in the primary school.

B. Primary education should lay the foundation of desirable attitudes, habits of industry, personal integrity, and curiosity.

IV. Integrated development of child's personality

A. Primary education should enable the child to develop spiritually and morally.

B. It should enable him to develop emotionally.

C. It should enable him to develop socially.

D. It should enable him to develop intellectually and mentally.

E. It should enable him to grow physically.

V. Acquisition of basic knowledge and skills

A. Primary education should enable the child to acquire basic knowledge and skills as an individual and citizen.

B. The acquisition of basic knowledge and skills should enable him to have further education.
C. Primary education must provide functional literacy which should last permanently even though the child discontinues education, as a vast majority of children do, after the primary school. The present 'gravely deficient education' is at best a 'very precarious basis' for literacy. Many children relapse into illiteracy in their later years although they did attend the primary school.\textsuperscript{41}

The above analysis of the objectives of primary education gives rise to several questions and issues. The questions are of a general nature and have been dealt with first.

Questions related to the objectives

1. Is there really an educational ideology in Pakistan? Are people, teachers, students and government aware of the existence of an educational ideology?

2. Are they aware of the Islamic ideology of education as proposed by the pioneer Pakistan Educational Conference of 1947 and ratified by the Advisory Board of Education for Pakistan and the Central and Provincial governments?

3. In view of the apparent non-application of the Islamic ideology of education as enunciated in a preceding section, did the proposers and ratifiers of the ideology really want to put the theory into practice as well?

4. How far would it be true to say that if the majority of teachers, students and government officials have consciously or

\textsuperscript{41} All of these have been documented in previous sections of this report.
unconsciously looked toward an educational ideology it is the ideology of blind imitation of the Western thought and traditions?

5. Will there ever be free and compulsory primary education in Pakistan in view of the 'stagnation' over the last 15 years in spite of every educational reforms commission's pledging the goal of free and compulsory primary education?

6. Is there a possibility of discarding in the foreseeable future the present 'multiple' school system having 'diluted' schools for different classes of society, such as railway schools for railway employees' children, Forces' schools for the children of military personnel, residential schools, public schools, government national language medium schools, government English medium 'model' schools and others?

7. In view of 15 years having already passed since Independence and the new Constitution of 1962 having only stipulated the

42 The word 'stagnation' was used by as highly respected and knowledgeable an authority as the Planning Commission of the 'Second' Five Year Plan when it evaluated the expansion of primary education from 1955-60. Vide Government of Pakistan, Planning Commission, Outline of the Second Five Year Plan 1960-65 (Karachi: Government of Pakistan Press, 1960), p. 73.
examination of the question of replacement of English in 1972,^43 is there a likelihood of the ending of the domination of English over the educational system and of yielding its primacy to the national languages in the foreseeable future?

8. How far can the children develop faith in Pakistan's destiny and ideals when the imitation of the West pervades the thinking and functioning of the schools patronized by the well-to-do?

9. How far are the teachers of primary schools themselves prepared in citizenship so that they should be able to prepare the children for citizenship and for the exigencies of a modern democratic state?

10. How far is the atmosphere in the school, the home, and the community conducive to the development of sense of citizenship and civic responsibility in the children?

11. The same question holds true in the case of the objective of formation of character of children as in question number 9 above. Unless the teachers themselves are men of character, how can they produce students of character?

12. How can the children develop desirable attitudes, habits of industry, personal integrity, and curiosity when their teachers

are a disgruntled people because of their starving wages and low status and consequent lack in the said attitudes and habits?

13. How can there be an integrated development of the child's personality when the whole atmosphere of the school and the teaching-learning situation go contrary to such integrated development?

(a) How can the child develop spiritually and morally when there is no practical training in the religious and moral instruction and the theory is generally entrusted to an unimportant Maulvi; who is perhaps the most insignificant member of the school staff?

(b) How can the child develop emotionally when usually there is little understanding of the emotional side of education in the administrative organization and functioning of schools?

(c) How can the child develop socially, when understanding of his social needs is in the same state of infancy as that of his emotional needs?

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44 See definitions of terms on page 26.

45 The 'emotional' development of the child has relatively been mentioned less in the objectives of primary education. Even the recent Commission on National Education omitted it when it specifically mentioned 'moral, physical, and mental' aspects of the child's personality.
(d) Is memorization of facts and figures synonymous to intellectual and mental development when the latter requires ample exercise in critical thinking?

(e) How far is it possible for the children to develop physically when many of them do not have enough to eat and when there are not sufficient opportunities for their actual participation in physical activities in the school program?

14. Will there ever be a high per cent of literacy in Pakistan when the rate of literacy has remained almost constant at about 15 per cent of the population since Independence?

15. What are the chances of not relapsing into illiteracy of those who complete their primary school but pass the rest of their lives in educationally 'dead' surroundings among a people whose vast majority consists of illiterates specially in the rural areas?

Much as it might be desired to have answers to these questions, such answers are far beyond the scope of this study.

Issues related to the objectives

Aside from the above questions and problems some issues arise which are pertinent to the major objectives as outlined previously:\footnote{See pages 59-61.}
1. Should there be one over-all educational ideology for all Pakistani schools or should there be different educational ideologies for different schools patronized by different strata of society? (Objective I-A)

2. Should the proposed free and compulsory education for five to eight years be broadly of the same quality and content for all children of the nation or should it differ according to the socioeconomic status and giftedness of children? (Objective I-B)

3. Should the present 'multiple' school system be immediately changed to a uniform school system, should it not be changed at all, or should the multiple system be gradually abolished? (Objective I-C)

4. Should primary education also develop economic efficiency in the child or should it be postponed until he enters the secondary school? (Objective I-D, E)

5. Should national languages be the media of instruction in all primary schools of the nation or should English also be a medium of instruction for certain primary schools? (Objective I-F)

6. In order to inculcate patriotism in the children and develop their faith in the country's ideals and destiny should all schools be under public government or should parochial and foreign-oriented schools continue along with the common schools? (Objective II-A, B)
7. Similar to issue number 3 above, should schools with different ideologies and media of instruction be changed to a uniform pattern or should they continue as they are? (Objective II-C)

8. Should teachers who are professionally unsuitable to help children become men and women of character be summarily removed from service or should they be retained for a probationary period to prove their professional suitability? (Objective III-A)

9. Should government treat primary education of the children on an emergency top priority basis; treat next in importance to higher and secondary education; leave it to voluntary philanthropy of private individuals to expand quality primary education; or require them to do so? (Objective III-B)

10. Should spiritual and moral instruction be imparted by Maulvis; by the general members of the teaching staff; through practical situations requiring exercise of spirituality and morality; or through maktabs and madrasas' or by some combination of these? (Objective IV-A)

11. Should the primary class organization be on the basis of specialization or self-contained unit? (Objective IV-B)

12. Should the evidence of memorization of facts and figures and passing of examinations be the criteria for intellectual development or should some tangible evidence of critical thinking be considered a sign of intellectual development? (Objective IV-D)
13. Should the removal of illiteracy be given top emergency priority by government; should this be left to the usual Village-AID program; or should there be a combination of government and private effort to fight illiteracy? (Objective V-C)

Consideration of issues

The organization of this chapter calls for a final step—"to select logical and appropriate major issues to be considered and resolved." A review of the foregoing sections, viz., confusion in educational matters; issues resulting from this confusion; the nationally declared and accepted objectives of primary education; and questions and issues pertaining to these objectives, indicated that most of the issues of primary education are subsumed into three categories. These categories are: (1) the educational ideology; (2) the roles of the State and private enterprise in primary education; and (3) the administration of the educational program.

Category I, the educational ideology, includes the questions in regard to foreign versus national medium of instruction, equality of opportunity, uniform versus multiple school system, quality education and rural areas, and method of imparting religious and moral instruction.
Category II, the roles of the State and private enterprise in primary education, covers the concerns in relation to the responsibility of the State to educate all children, education through voluntary support or taxation, and priorities in educational expansion.

Category III, the administration of the educational program, subsumes the controversies based upon the dual control of education in the Provinces, remuneration of teachers and their professional ethics, and the question of class organization according to departmentalization or self-contained unit.

**Major issues and subissues to be considered and resolved**

As a result of the analysis and reflective thinking on issues, the following list of issues and subissues emerges:

**Category I—The educational ideology.**—Should there be one broad educational ideology for the entire Pakistani nation or should there be different ideologies of education based upon the socio-economic status and religious affiliations of various segments of the nation?
A. Should the national languages be the media of instruction in all primary schools of the nation or should a foreign language be the medium of instruction in certain privileged schools?  

B. In view of the principle of equality of opportunity, should the proposed free and compulsory education for five to eight years be broadly of the same quality and contents for all children or should it differ on the bases of children's socioeconomic status and/or academic talents?  

C. In order to develop character in children, strengthen their patriotism and faith in the country's ideals, and foster unity among them, should the present multiple system, comprising government national medium primary schools, government English medium 'model' schools, railway schools, Forces' schools, cantonement schools, residential public schools, mill schools, private schools, and missionary schools, be replaced immediately by a uniform school system; should the present multiple school system continue in its existing form; or should it be gradually replaced by a planned uniform school system?  

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47 By 'privileged schools' are meant such schools as generally enroll children from better-off homes, e.g., the government 'model' schools in Karachi, the missionary schools in general, the cantonement schools, and others.  

48 See pages 51 and 61 of this study.
D. Should primary education in rural areas receive as nearly as practicable the same emphasis upon quality as is proposed in urban areas?

E. Should religious and moral instruction be imparted only by Maulvis;\(^{49}\) by the general members of the teaching staff; through practical situations requiring exercise of spiritual and moral behavior; through maktab\(^{50}\)s and madrasas;\(^{51}\) or by some combination of these?

**Category II—The roles of the State and private enterprise.**—Should the State be the primary responsible agent for providing primary education to all children; should private citizens be responsible; or both?

A. Should Government treat the quality expansion of primary education on an emergency basis; leave it to voluntary philanthropy of private individuals and organizations; or require them to pay for the expansion through additional taxation?

B. Should the State be responsible for constructing and equipping the primary school buildings or should the construction and equipment be left to the voluntary philanthropy of private citizens and organizations in the local communities?

\(^{49},\) \(^{50},\) \(^{51}\)See definitions of terms on pages 26 and 27 of this study.
C. Should the removal of illiteracy be given top priority by Government; should this be left to the usual Village-AID program; or should there be a crash program of combined government and private effort to fight illiteracy?

Category III—The administration of the education program.--
Should the administration of education be in the hands of persons selected or appointed solely on the basis of Civil Service rank; should scholars of long academic experience be considered suitable for such appointment; or should educational administration be the sole prerogative of persons purposely prepared in the art and science of educational administration?

A. Should there be one amalgamated Provincial Department of Education, or should there be the usual dual agencies of Department of Education plus a Directorate of Education in the same province?

B. Should the payment of adequate salaries to primary school teachers precede the evidence of their professional worth; should it be vice-versa; or should the increased remuneration and better professional output proceed simultaneously?

C. Should teachers who are professionally unfit to help children become men and women of character be summarily removed from service, or should they be retained for a probationary period to prove their professional suitability?
D. Should the organization of classes or grades in the primary school be on the basis of self-contained unit or specialization?
CHAPTER III

ANALYSES OF MAJOR CATEGORIES OF ISSUES AND SUBISSUES

In this chapter the major categories of issues and subissues in the development of primary education have been critically analyzed. The plan of the analysis includes (1) historical origins and perspectives; (2) expositions of the issues and subissues; (3) postulated positions taken on the issues in the context of present-day Pakistan; and (4) a defense for the postulated positions.

Historical Origins and Perspectives

In order to analyze and make dispositions of the major categories of issues and subissues listed on pages 69 to 72 of this study, it was necessary that the situation be reviewed in broad historical perspective. The historical perspective very briefly alludes to the three major categories of issues and subissues, and relates the past with the present situation. It may, however, be noted that even a brief recapitulation of the historical origins is a tremendous task. Hence, in order to make the discussion pointed to the main themes of the major categories of issues and subissues, there have been provided sub-headings identical with the stipulated themes.
Though Pakistan as a separate geographical and political entity came into being in 1947, it has a culture that is centuries-old. As referred to earlier on page 1 of this study, the Indus Valley Civilization of ancient Pakistan dates back approximately to 3000 B.C. In order fully to understand the post-Partition era, the pre-Partition times must be reviewed. The historical perspective may conveniently be divided into three periods before Partition, viz., pre-Muslim, Muslim, and British -- all prior to 1947.

**Pre-Muslim period**

The educational ideology, the roles of the State and private enterprise, and the administration of educational program during the pre-Muslim period from the earliest times to about eleventh century A.D., have precisely been presented in the following paragraphs. It has not been possible to procure historical records for the very ancient times. However, for a major portion of the times in the pre-Muslim period, the educational system was either under the regime of the Hindus or the Buddhists.¹

**The educational ideology.** Under the early Hindu education was confined to the highest caste, i.e., Brahmins or the priestly

class. Later two other upper castes were also considered worthy to be educated. Education was denied to the untouchables, the lowest caste, and the aboriginal inhabitants of the country. It is evident that due to this caste system the basic human right to receive education was denied to many from the earliest times. The caste Hindus undoubtedly had an elaborate system of education in which an individual's life was divided into a number of periods all aiming at self-discipline and spiritual elevation. Complete obedience to the teacher was an ideal. The acquisition of religious learning and functional literacy were broadly the main purposes of education. It was under the Buddhists that all including the untouchables were granted the right to be educated. Considering the pre-Muslim period as a whole it may be observed that the principle of equality of opportunity was not in common practice. A. S. Altekar, a Hindu historian, has denounced the narrow outlook toward education and too much emphasis upon religion.

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5 A. S. Altekar, Education in Ancient India (Benares: Indian Book Shop, 1934), pp. 299-358.
The roles of the State and private enterprise.—The concept of State responsibility for education has been of recent origin. As obvious, in the distant past of pre-Muslim period, the notions about the institution of State were in an undeveloped form. The monarch constituted the State. Hence it depended upon his free will to strive for educating his subjects or not. There was no organized system of public schools, though there existed a large number of indigenous schools. Monarchs, governors, maharajas, and princes awarded grants to schools as an act of public benevolence. However, if the ruler was not generous or was not interested in education, the grants to schools were accordingly curtailed or discontinued. Private individuals were also expected to finance education. Many educational institutions were the result of the generosity of wealthy individuals. It can, therefore, be concluded that during the pre-Muslim period education was the responsibility of both, the State and the private citizen.

The administration of the educational program.—Due to lack of recorded history for the pre-Muslim period, it is difficult to develop an insight into the pattern of educational administration then prevalent. The following extract may be appropriate:

The primary schools existed in all the large villages and usually consisted of a dozen to twenty pupils with a teacher, assembled under a tree or in a temple, shed or other building set apart for the purpose. The teacher was an official of the
community and either received rent-free lands or a share of the village harvest. His chief function was to offer worship to the village deity on behalf of the villagers, and his subsidiary function was to instruct the children of the three higher castes in the three R's and the precepts of the Puranic legends.6

There was no elaborate machinery for the administration of the educational program. The teacher himself constituted the administrative organization. As observed above the teacher was paid either in cash or in kind by the community or by the ruler. As a general rule it was the community which provided the subsistence for the teacher who was held in high esteem by the people. As most of the schools were conducted by one teacher there was no problem of departmentalization. The school was conducted as a self-contained unit. The teacher took a keen interest in the emotional adjustment of his pupils.

Muslim period

With the advent of the Muslim rule in Pakistan-India a systematic recording of history came into vogue. A succinct account of the historical perspective in regard to the main categories of issues and subissues has been presented in this section.

The educational ideology.—With the coming of Islam into the country it was natural that Islamic concepts should inspire the educational system. Islam lays great stress upon the acquisition of knowledge. The holy Prophet Muhammad is reported to have said, "Acquisition of knowledge is incumbent upon all the faithful, men as well as women." With the coming of the Muslims,

Though it may sound anomalous, it is none the less true that the new conquerors took the first steps to democratize education and lay the foundation for a truly popular system of education, opening the doors of schools to the vast mass of the population which had in the past been denied this advantage.7

Huq observes, "The idea of compulsory education implicit in the teachings of Islam remained basically religious in character, and no proposal to plan development of primary education on a universal basis and to apply legal compulsion was ever mooted."8

The non-Muslims were not required to study the Islamic scriptures. They were free to study their own religious books. Thus every one was "being educated according to his particular views of life and his own circumstances."9

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7Muhammad Shamsul Huq, *op. cit.*, p. 15.
8Ibid., p. 20.
An extract from the conversation of the great emperor, Aurangzeb, which he was reported to have had with his tutor, provides an insight into some of the ideals of the educational ideology of the Muslim period:

Was it not incumbent upon my preceptor to make me acquainted with the distinguishing features of every nation of the earth, its resources and strength, its mode of warfare, its manners, religion, form of government and wherein its interests principally consisted; and by a regular course of historical reading to render me familiar with the origins of states, their progress and decline, the events, accidents or errors owing to which such great changes and mighty revolutions have been effected? Far from having imparted to me a profound and comprehensive knowledge of the history of mankind scarcely did I learn from you the names of my ancestors, the renowned founders of this empire. You kept me in total ignorance of their lives, of the events which preceded and the extraordinary talents that enabled them to achieve their extensive conquests. A familiarity with the languages of the surrounding nations may be indispensable in a king, but you would teach me to read and write Arabic and waste my time on the study of a language which required 10 or 12 years of close application for proficiency, most of the time being spent on grammar and the acquisition of such knowledge as was required by a doctor of laws. The mother tongue as the medium of instruction was ignored. Valuable years were wasted on vain philosophy. On the other hand, that philosophy should have been taught which adapts the mind to reason, satisfying it only with solid arguments. Lessons should have been imparted as elevate the soul and fortify it against the

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10 Aurangzeb reigned from 1657 to 1707.
assaults of fortune, producing that equanimity which is neither insolently elated by prosperity nor basely depressed by adversity. Sublime and adequate conception of the universe and of the order and regular motions of its parts should have been given.\textsuperscript{11}

This dialogue which was recorded in mid-seventeenth century, indicates many likenesses to modern philosophies of education. It evinces an early recognition of the principle that the mother tongue should be the medium of instruction. The extract also indicates the importance attached to the learning of foreign languages in the past. The emphasis upon adapting "the mind to reason, and satisfying it only with solid arguments," is very significant, indeed, as rational thinking is considered to be the fundamental basis of education today.

\textbf{The roles of the State and private enterprise.---}As in the pre-Muslim period, monarchy was the form of government during the Muslim period also. Consequently, the State support of education depended upon the individual ruler's generosity and interest in education. Fortunately, most of the Muslim rulers were great patrons of art and learning and made liberal grants for the expansion of education. As a result of their efforts numerous schools were

established and endowments made for their support. During the closing decades of the Muslim rule the monarchs did not take interest in the expansion of education, otherwise, "universal literacy might have rapidly become a reality." The private individuals as usual contributed toward the development of education depending upon their means and desire to educate. However, whatever financial aid was provided by the private citizens was purely voluntary and they were not taxed specifically for the maintenance and growth of the educational system.

The administration of the educational program.--A Hindu writer has credited the Muslim period with the probable existence of a regular department of public instruction as part of government. Besides this, the monarchs used to have a sort of advisory body on educational matters. This advisory body consisted of philosophers, literary figures, poets, and historians who frequented the royal courts. Numerous primary schools functioned in mosques. The person who was entrusted with the task of leading the prayers also acted as the teacher for the school attached to the mosque. He could be any pious person because there is no ordained clergy in Islam. It is obvious that much administration was not involved in

13 Gulshan Rai, 'Our Educational Problems, II,' *The Tribune*, Bombay (India), 4 August, 1935.
such one-teacher schools. The teacher was paid in cash or kind or both, from the mosque endowment or from voluntary contributions by the local community. Tuition fee was seldom realized from the pupils. The teacher commanded a position of respect and dignity. It was not uncommon for wealthy learned men to provide their pupils with free board and lodging. The teacher-pupil relationships were based upon personal understanding and contact. It is evident that most of the schools and grades were organized as self-contained units which provided opportunities for emotional adjustments. However, it may be noted that unflinching obedience to the teacher was considered a virtue with the result that there was always the risk of over-imposition of the teacher's personality upon his pupils.

British period

The British period in the history of educational evolution in Pakistan-India deserves special study inasmuch as it was during this period that the foundations of the current educational system in Pakistan were laid. There is no doubt that the pre-British educational patterns did affect the evolution during the British regime. However, by and large, most aspects of the present educational system owe their origins to the British rule. Most of the issues defined in this study have clearly been an outgrowth of ideologies, concepts, organizations, and administrations introduced in Pakistan-India by the British government and educators. The historical
perspective of the British period has been so rich in details that even a brief recapitulation requires much space. An attempt has been made in the following sections to present a concise historical perspective under the three usual sub-headings dealing with the first category of major issues and subissues.

The educational ideology.—It might be appropriate to gain an insight into the educational ideology during the British times from the historic words of one of its chief exponents, Lord Macaulay:

I feel ... that it is impossible for us, with our limited means, to attempt to educate the body of the people. We must at present do our best to form a class who may be interpreters between us and the millions whom we govern — a class of persons Indian in blood and colour, but English in tastes, in opinions, in morals and in intellect. To that class we may leave it to refine the vernacular dialects of the country, to enrich these dialects with terms of science borrowed from the Western nomenclature and to render them by degrees fit vehicles for conveying knowledge to the great mass of the population.14

This extract presents the pivot around which the system of education during the British period revolved. The first major issue about educational ideology, and the subissues regarding the medium of instruction, equality of opportunity, and multiple school system can be traced back to this statement. The statement

also sheds light upon the second major category of issues about the role of the State and private enterprise. The above pronouncement on educational policy shows that there had to be more than one educational ideology for the various segments of the people; that the British would educate only a few in the Western arts and sciences through the English language; that these educated few were expected to educate the rest of their countrymen through their own languages; that the purposes of educating the few would be to create interpreters between the British masters and their subjects and to make them (the educated few) "English in tastes, in opinions, in morals and in intellect." The philosophy presented in the above extract has been well-known as the "Downward Filtration Theory," which means that if the few would be educated, education would filter down through them to the masses. This did not happen.

The roles of the State and private enterprise.--It is evident from the previous section that the British government did not assume to shoulder the responsibility of educating all children. To a great extent it relied upon private enterprise. Probably the Government could have taxed the people for the support of education for the masses, but it undoubtedly would have been very unpopular.
The administration of educational program.--It was in 1854 that the Departments of Education were established after the famous Wood's Despatch. A new cadre of service called the Indian Education Service was also initiated. In the beginning the Service was wholly manned by the British. Later on it was opened to the Indians as well. Along with the Departments of Education, the Directorates of Education were also created. It became a tradition that the Directorate of Education was headed by a professional person while the Department of Education by a Civil Service member. The Directorate was entrusted with the day-to-day functioning and inspection of the schools. The Department looked after the broad policy matters. This led to the practice of dual control in the same province and adversely affected the development of educational leadership. The teachers were paid starving wages with inadequate arrangements for their professional training.

Educational perspectives

It has been the purpose of this section to summarize the foregone historical perspective so as to establish relationships

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15 Syed Nurullah and J. P. Naik, op. cit., pp. 228-29.
between the major categories of issues and the educational system in the past.

The previous historical perspective showed that the seeds for the current conflicting ideologies were laid during the British regime. As a result of the introduction of English as a medium of instruction, the controversy regarding retaining or discarding this medium has since been raging. The multiple school system was established during the British times and has since been flourishing.

The perspective also gives a clue to the second major category of issues regarding the roles of the State and private enterprise in expanding education. When the British entrusted the task of educating the masses to private citizens, they laid the foundation for the controversy of State versus private enterprise in educational endeavor.

The present system of educational administration was first introduced during the British times. The dual system of control exercised by the department of education and the directorate of education in the same province has clearly been a continuation of what it used to be during the British rule.

The reason why so many controversies have been traced back to the British times is because of the proximity of the present to the British times. The British entered Pakistan-India at the threshold of modern era in the full light of history. The
pre-Muslim and Muslim periods belonged to the medieval or ancient ages. The educational practices of those ages underwent a radical change in the British period, and many improvements were effected. However, the 'modern' characteristic of the educational reforms introduced by the British has made it natural for the critics to trace back the modern controversies to the British period of history.

Exposition of the First Major Category of Issues

The first major category of issues relates to the facets of educational ideology -- to have one broad educational ideology for all citizens or to have different ideologies for various groups of citizens.

Educational ideology as used and defined in this study, has been interpreted differently from the generally accepted definition of an educational philosophy. By educational ideology is meant an over-all direction of the educational system, its values and purposes. There may be different philosophies of education in a given place at a given time but the general ideology is usually one, broadly acceptable to almost all of the sections and factions of the nation. In the United States, for example, there are several philosophies and influences on education like pragmatism, realism, idealism, and Christianism, each one of which has many proponents and advocates. But in spite of these differences there is a general agreement on "education for democracy", and in broad context
it has been accepted as an educational ideology. Similarly in
Soviet Russia there might be a number of educational philosophies
but the cherished educational ideology is "education for Communism."
Likewise, in the context of Pakistani culture, educational ideology
should mean the over-all direction in which education should be
pointed.

Postulated position on the first
category of issues

In this section educational ideology has been subjected to
the criterian factors of relevancy, appropriateness, and practi-
cality. Plausible positions have been taken on issues related to
educational ideology.

Educational ideology

After applying the tests of relevancy, practicality, and
scientific thinking, the following plausible position has been
taken:

"There should be one broad educational ideology for the en-
tire Pakistani nation."

To wit: There should not be different educational ideolo-
gies based upon the socioeconomic status and religious affilia-
tions of various segments of the nation.
Subissues

In a similar disposition of subissues the possible positions taken have been as follows:

A. "The national languages should be the accepted media of instruction in all primary schools of the nation."

To wit: No foreign language should be the medium of instruction in any of the schools for Pakistani nationals.

B. "In view of the principle of equality of opportunity the proposed free and compulsory education for a period of five to eight years should provide broadly the same quality and content for all children."

To wit: The proposed free and compulsory education should not differ on the bases of children's socioeconomic status and/or academic talents.

C. "In order to develop character in children and foster their patriotism and faith in the country's ideals, the present multiple school system should be gradually replaced by a uniform school system."

To wit: The present multiple school system comprising government national medium schools, government English medium "Model" schools, railway schools, Forces' schools, cantonement schools, residential public schools, mill schools, private schools, and missionary schools should neither be abolished immediately nor should they be permitted to continue without steadily moving toward a planned uniform school system.
D. "Primary education in rural areas should receive as nearly as practicable the same emphasis upon quality as is proposed in urban areas."

To wit: The quality of primary education in rural areas should not be neglected and both rural and urban education should receive the same attention and priority as far as humanly possible.

E. "The spiritual and moral education should be imparted by a balanced combination of maulvis and general members of the teaching staff, in common schools as well as in maktabs and madrasas, through theory as well as practice in moral and spiritual behavior."

To wit: Spiritual and moral instruction should not be solely imparted by maulvis or by the general members of the teaching staff. Nor should the exercises in practical spiritual and moral behavior without knowing theory be considered sufficient. Maktabs and madrasas alone should not be entrusted with the task of such instruction.

A Defense for the Postulated Stands or Positions

Before the defense of the postulated stands on the first major category of issues regarding educational ideology is undertaken, it is essential that the principles on which a modern State like Pakistan was created be reviewed.
Pakistan came into being as a result of the demand of the Muslims of British India that they were a separate nation from the Hindus and that they (Muslims) could not live an eternal minority in undivided India. They considered themselves as possessors of a different culture, language, history, religion, traditions, and way of life from those of the Hindus. Hence they wanted to have a homeland where they could profess their faith without being outnumbered by a Hindu majority. The chief spirit behind the whole movement of Pakistan was the desire of the Muslims to establish a State where they could observe the principles and ideologies of Islam without hindrance. To the minorities they offered complete freedom of faith, belief, and expression. With such an ideology Pakistan was created.

On the surface it seemed that Pakistan was a theocratic 'Islamic State.' However, this is far from the truth. Pakistan was never a religious state. Its system of government was based upon the principles of democracy as they are understood today in the modern world. However, the first Constitution of Pakistan, which was promulgated in 1956 and abrogated in 1958, designated Pakistan as the 'Islamic Republic of Pakistan.' This 'Islamic' was only in name and not in deed. Pakistan is as much Islamic or un-Islamic today as it was in 1956. Faiths other than Islam like Hinduism and Christianity were accorded just treatment and
encouragement. One proof of this encouragement is that today the Chief Justice of Pakistan is a Christian, although the Christian community constitutes no more than 0.8 per cent of the total population of Pakistan.\textsuperscript{15}

Recent proof of the tolerance in Islamic Pakistan is evident from the fact that the largest numbers of converts Christianity has had anywhere in the world, has been in Pakistan according to church journal.\textsuperscript{16}

The educational ideology that has been approved and accepted nationally in Pakistan is the Islamic ideology as referred to in Chapter II on pages 50-51. Howsoever idealistic the principles of the said Islamic ideology may be, it is doubtful if it will be accepted by the non-Muslims because of the epithet 'Islamic' in it. The non-Muslims constitute 11.9 per cent of the population according to the Census of 1961. Conversely, it may be asked, what right does a minority of 11.9 per cent have to deter the majority of 88.1 per cent from choosing an ideology of its own? In the circumstances,


is it possible to let the minority decide its own educational ideology which it may follow side by side with the Muslim majority following its own educational ideology? If this is done, there would be risk of national disruption, of two segments of the nation moving toward goals which might be in opposite directions. The situation in Pakistan with its Muslim and non-Muslim population in regard to public education is not unlike the situation in some other countries where people profess different faiths.

A possible solution of this dilemma could be that the said Islamic ideology should emphasize its two main principles, viz., 'All men are equal and have equal rights and obligations,' and 'Humanity is one family.' Its concept of 'universal brotherhood, social justice and tolerance' may be stressed. These principles and concepts have universal appeal and application. These may be accepted by the non-Muslims as well as Muslims without compromising their tenets of faiths. Some neutral name for the ideology could be agreed upon. This may again be opposed by the Muslims who may argue that the very creation of Pakistan was predicated upon the demand of the majority of the Muslims in British India to have a homeland where they could freely observe their ideals.

Although the foregoing ideology has, as indicated, general wide acceptance and has been given much 'lip service' among the citizenry, there are some other educational ideologies which have been or still are being cherished by many in Pakistan.
The ideology of Lord Macauley referred to on page 84, which aims at forming a class of persons Indian, now Pakistani, in blood and color but English in tastes and opinions, has many de facto adherents. The educational ideologies of the residential public schools and the English medium schools, whether public, private, or missionary, still appear to cherish this original ideology of English schools.

There are, also, the educational ideologies of the missionary schools that aim toward "the evangelization of Pakistan."17

Finally, there exists that undeclared educational ideology which is based upon the socioeconomic class system and is manifest in the multiple school system. The multiple school system has several loosely categories. One broad taxonomy could be: schools for the wealthy, for the middle class, and for the poor. Another classification could be based upon the professions which exert a great deal of influence upon national life. For example, there are railway schools for the children of the employees of railways; mill schools for the children of the laborers who work in mills and factories; cantonement schools for the children of military personnel

17Ecumenical Mission, Board of Foreign Missions of the Presbyterian Church, Education in West Pakistan (New York: Board of Foreign Missions of the Presbyterian Church, 1956), p. 144.
living in cantonments, and so on. The rich and well-to-do generally send their children to expensive English medium missionary schools or residential public schools which, too, have English medium of instruction. Then there are government English medium model schools which are located in localities inhabited by the well-to-do and the official class. Contrary to this are national medium government schools which are by far more numerous than any other type of schools and which are interspersed throughout the country both in urban and rural areas. However, in large cities like Karachi these government national medium schools are generally located in areas inhabited by the poorer sections of the society. By comparison to rural schools, the urban schools are much better off. However, the fact remains that for the most part the kind and quality of school the Pakistani child will attend is dependent to a high degree upon his socioeconomic status. Even the medium of instruction is somewhat dependent upon the socioeconomic class he belongs to and not as much upon the language he speaks. These are hard facts and realities of everyday life, and require no documentation.

Apart from the above considerations, the peculiar geographical situation of Pakistan demands that there should be one broad educational ideology acceptable to all sections of the people in the two wings of Pakistan. Unfortunately, the two wings of Pakistan are separated by about 1,000 miles of Indian territory. They
differ materially in cultural background and language. There have been in evidence separatist tendencies that might create a rift between East Pakistan and West Pakistan. Hence, for the purposes of national coherence, unity, and integration, it is essential that there should be one common ideology to which all might subscribe.

In Pakistan, another hindrance toward the cultivation of a common educational ideology has come from the disparity in socio-economic classes. Whether the educational ideology is identified by a name or not, it must stress the equality of opportunity, the freedom and dignity of the individual, and the brotherhood of man.

The medium of instruction

In reference to the medium of instruction a plausible position taken has been: "The national languages should be the accepted media of instruction in all primary schools of the nation."

It is a universally-accepted principle that the child's mother tongue should be the medium of instruction. A child cannot readily think in a foreign language. If a child is subjected to learning arithmetic, social studies, or any other school subject through a language which he does not speak at home, he will be placed in a disadvantageous position. The time he could spend on critical thinking and on making meaningful reactions through his own language, will have to be spent in the intricacies of understanding and
expressing himself in a foreign language. Thus the whole purpose of education may likely be affected somewhat adversely.

In Pakistan the desirability of having national languages as the media of instruction has always been accepted— from the first Pakistan National Education Conference immediately after Partition to the latest pronouncement by the Commission on National Education in 1960. But this acceptance is only in theory because it applies only in the case of children from poor homes. The children of the well-to-do are usually taught in schools which have English as the medium of instruction.

The Commission on National Education has made contradictory statements as regards the medium of instruction as evident from the following:

It seems necessary, however, to restate the case for the adoption of the national languages as media for education as below:

(i) National language is a powerful force for developing a sense of nationhood. It is one of the basic elements that welds people into homogeneous units. It is a symbol of a nation's dignity, and like its flag, its national anthem, and its heroes, it fosters national pride.

(ii) The use of the same language by the intelligentsia and the masses removes class distinctions and makes available to the common man the benefits of the highest cultural and educational attainments of the top-most thinkers and reformers.

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(iii) Education in a foreign language places an enormous strain on students, forcing them to memorize and to spend an undue portion of their time on learning the language. On the other hand, education in the national language enables the students to devote more time to the acquisition of knowledge and the development of their intellectual capabilities. It leads to original thinking and promotes facility of writing. It develops, imagination, initiative and creative thinking.

(iv) With the development of national languages and their use at the higher educational levels, the literature produced on the various subjects, professions, trades, etc., becomes intelligible to the common man and promotes progress in agriculture, commerce, and industry.\(^\text{19}\)

It is amazing that after such a convincing statement in defense of accepting national languages as the media of instruction the Commission should have elsewhere observed:

> In Schools where English is the medium of instruction Urdu or Bengali should be taught as a compulsory subject; its teaching should be introduced at the same time as in other schools and it should be given the same importance.\(^\text{20}\)

In defense of the contradictory stand of the Commission it might be stated that it did not advocate to replace the English language as a medium of instruction immediately, because it had stated:

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\(^{20}\)Ibid., p. 284. (Underlining by the investigator.)
When we say that the national languages should be given their due place it does not mean that we are unmindful of the great importance of English in our national life. We wish merely to point out that the national languages should gradually and progressively replace English as the medium of instruction at all levels.21

In answer to the above recommendation, it should be pointed out that from the general tone of the Commission's recommendations, as well as from the specific statements of all previous educational reforms commissions, it may be concluded that there is no question about the acceptance of a national language as the medium of instruction up to the secondary level, and very definitely in the primary school. The concept of gradual replacement of English was directed mainly at the college level. The purpose here is not at all to minimize the importance of the teaching of English as a second language from Class VI onward as also proposed by the Commission. Even the replacement of English by the national language at the college level must be gradual. But the principle of teaching through the medium of national language at the primary level must be practiced as already accepted in theory.

As a result of confusion in adopting the national languages as the media of instruction, the number of government English medium model schools (including primary grades), residential public schools, and missionary schools has ever been on the rise.

21 Ibid., p. 282.
The national languages have been suffering so much that there have recently been started campaigns to popularize the use of national languages. According to a newspaper report in January 1962, 'Speak in Urdu' campaign was launched in the nation's capital.\(^2^2\) It was reported that a number of prominent persons in the capital have begun a campaign to speak only in Urdu as far as possible. They are "sick of the undue use of the English language by the well-to-do and the educated."\(^2^3\) The campaign is being supported by lecturers (professors), lawyers, and magistrates. A similar campaign was started in the second largest city of Pakistan, Lahore, to have the shopsigns in Urdu, because,

The majority of shopsigns in fashionable quarters are invariably in English. In Karachi, Sadar shopsigns in Urdu 'can be counted on finger tips.'\(^2^4\)

It seems appropriate here to quote the relevant paragraph from the news item to show the gravity of the problem arising from the continued patronage of English as a medium of instruction in spite of avowed statements to the contrary. The extract refers to the 'Speak in Urdu' campaign:

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\(^{2^2}\) *Dawn, Karachi (Pakistan), January 27, 1962, p. 5.*

\(^{2^3}\) *Ibid.*

\(^{2^4}\) *Ibid.* (Underlining by the investigator.)
This is part of the awakening in the country about the extent to which Pakistan has become anglicised in the past few years. This, it is said, is the result of the neglect of the elders and the growth and the popularity of the mission schools and English medium schools -- many of which are run by the Central Government. These schools are producing a brand of citizens which the creators of Pakistan had never dreamed of, it is remarked.--PPA25

Letters to the editors have also been appearing which plead for concerted efforts to "check the onslaught of Western civilization as a whole."26 The said onslaught of Western civilization need not concern the well-wishers of Pakistan inasmuch as only a negligible fragment of the people is affected by this 'onslaught.' In a country where hardly 14 per cent of the population is literate there is no such danger. The matter of real concern is the rising social gulf between the so-called intelligentsia and the common man. The Commission itself observed that "the use of the same language by the intelligentsia and the masses removes class distinctions."27 Conversely, the use of different languages by the intelligentsia and the masses breeds class distinctions detrimental to the national cohesion and solidarity.

The protagonists of the foreign medium of instruction have probably forgotten that all advanced nations like Japan, the

25Ibid. (Underlining by the investigator.)


27See page 97 in this Chapter.
United States, the United Kingdom, France, Russia, China, Germany, and others have progressed by teaching their nationals through their respective national languages. There are signs in Pakistan that government and educational leaders are coming forward to take a clear stand on the medium of instruction. For example, the Commissioner of Karachi recently observed,

> Unless Urdu becomes the national language and the medium of instruction of all the institutions from Peshawar to Karachi there cannot be any progress in the country.

> Regretting that the Indo-Pak subcontinent did not produce any inventor or scientist during the past 200 years, he declared that we cannot produce any scientist or philosopher unless we patronize our own language and make it a medium of instruction in all the universities and educational institutions of the country.  

In summation, it might be reiterated that national languages should be the accepted media of instruction in all primary schools of the nation.

**Equality of opportunity**

In reference to the principle of equality of opportunity a plausible position taken has been that the proposed free and compulsory education for a period of five to eight years should provide broadly the same quality and content for all children.

Ever since the establishment of Pakistan the principle of equality of opportunity has always been reiterated. This is the

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28 Ibid. January 11, 1962. (Underlining by the investigator.)
principle of Islamic ideology which was emphasized by all reforms commissions referred to earlier. Pakistan avowedly believes in democracy: equality of opportunity is a basic principle of any democracy. The President of Pakistan while announcing the new Constitution of Pakistan again expressed his adherence to this principle. It is, therefore, apparent that there is no issue in regard to the principle in theory. In practice, however, the principle has been adopted to a very limited degree. As a result of many types of schools there has been a very marked difference in the quality and contents of instruction from school to school. It is natural for the most democratic country in the world that the quality of instruction should differ from school to school insofar as human differences among teachers are involved, though there is always an attempt to keep a fair minimum of standard in all schools. In the case of Pakistan, unfortunately, this difference in quality and curriculum has been very pronounced. The vast majority of government national medium primary schools teach little beyond the 3 R's. There is little provision for arts, crafts, hobbies, projects, and other subjects and activities which help in the physical, social, and emotional development of the children. Most of these national medium schools function in improvised houses. The teachers of such

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29 Pakistan News Digest, Karachi (Pakistan), April 1, 1962, p. 3, quoted from Pakistan Times, Lahore (Pakistan).
schools are underfed and underpaid. In a speech addressed to an assembly of Pakistani and American teachers, the Inspector of Schools of Chittagong Range observed:

The humble folks whom we have collected here from different schools for the training in the workshop programme are styled as the teachers of the nation. To their credit be it said that they are among those few who have valiantly and heroically stuck to their posts in spite of the continuous downs and never the ups of life. Theirs is the most unhappy lot. For the average pay income per teacher per month in East Pakistan is Rupees 80 ($15) and even this is not paid regularly. With this uncertain income he is required to feed five mouths -- for this is the average size of his family. Doctors tell us that to recoup the wear and tear, a man requires 700 calories of food energy every day. Are our teachers vouchsafed this energy to carry on the noble work of giving form to the formless invisible in the child? The inevitable results are vitamin deficiency, and mental, moral and spiritual starvation of the artist or the scientist in the teacher....

Our school houses are as bad and decrepit. We cannot think of the special architectural designs which the West has developed for school buildings. Here any house even of the cow-shed pattern is considered suitable enough for a school.

We do not feel the need for school equipments. A discoloured or badly-coloured black-board and a few old maps are the stock-in-trade in our schools, and even these we do not know how to use and when to use.30

In contrast, the schools for the children from the well-to-do families provide better teaching facilities, better qualified teachers, and a more comprehensive educational program.

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30 Muhammad Khalilur Rahman, "Inaugural Address," United States Educational Foundation Workshop for Teachers, Chittagong, Pakistan, October 13, 1958, unpublished. (Underlining by the investigator.)
Discrimination based upon academic talents has not been a paramount issue. The main issue appears to be the socioeconomic differences. If the child was from a wealthy home, he was expected to receive a better education in an effective school, whether he be dull or bright. Such is not the case for the child from a middle-class or poor home. He will have to attend the 'common school.'

It may be stated that if a clear position on the principle of equality of opportunity were not taken, and if the quality and contents of education imparted in primary schools continued to differ because of children's socioeconomic backgrounds, then, the masses would continue to have the shortcomings of 'indiscipline', 'opportunism', 'lethargy', and 'provincialism'.

Every educational reforms commission and other political and educational leaders have invariably emphasized the importance of spiritual and moral instruction for Pakistani children. It seems, therefore, necessary that the responsibility of giving spiritual and moral instruction may not be entrusted to the maulvis and maktabs alone. Instead, every qualified member of the teaching staff should be expected to impart moral instruction. Moreover, there must be provided sufficient opportunities for the practical application of spiritual and moral behavior.

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Postulated Positions on the Second Major Category of Issues

In this section plausible positions have been taken on the issues concerning the roles of the State and private enterprise. These positions have been postulated after applying tests of logic, appropriateness, and practicality as follows:

"The State should be the primary responsible agent for providing primary education to all children."

To wit: Private citizens should not be primarily responsible for providing education to all children.

Positions on the subissues include:

A. "The Government should treat the quality expansion of primary education on a top priority basis and should levy additional taxes to pay for such expansion."

To wit: The quality expansion of primary education should not be left to the voluntary philanthropy and support of private individuals and organizations.

B. "The State should be responsible for constructing and equipping the primary school buildings."

To wit: The construction and equipment of primary school buildings should not be left to the voluntary philanthropy of private citizens and organizations in the local communities.
C. "The removal of illiteracy should be given top priority by the Government and there should be a crash program of combined government and private effort to eradicate illiteracy."

To wit: The eradication of illiteracy should not be left to the usual Village-AID programs alone.

Defense for the Postulated Positions

All of the issues in this category deal with the roles of the State and private enterprise. The very interlinked nature of the issue and subissues of the second category calls for a joint defense for the postulated positions. This should avoid unnecessary repetition of arguments which are equally pertinent in the defense of the several issues and subissues.

It has been stated that the State should be primarily responsible for providing primary education to all children. In the pre-Partition times this responsibility was not fully accepted. However, since the creation of Pakistan the State responsibility to educate all children has consistently been acknowledged. But the issue of State versus private enterprise arose because private citizens were also held responsible for the expansion of education. To leave the responsibility for educating the nation to the voluntary support of private citizens was certainly liable to give

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unsatisfactory results. It has been advocated that private citizens should voluntarily come forward to donate buildings for the primary schools, because the government could neither construct the common school buildings nor equip them.\(^{33}\) One result of this concept has been the extremely unsatisfactory condition of common primary school buildings. The school buildings were compared to cow-sheds, see page 105 in this chapter. Many primary schools do not have roofs overhead and have to be conducted in open space.

In West Pakistan the school houses are mostly made of mud, while in East Pakistan they are generally made of bamboo and thatch.\(^{34}\) The deplorable condition of the school buildings and equipment has also been pointed out by Huq.\(^{35}\) If the construction of school buildings and the furnishing of equipment were not left to the voluntary enterprise, the problem would perhaps not be so severe.

As indicated earlier, approximately 42 per cent of the primary-age children presently attend school. Consequently, a large per cent of them would remain illiterate and uneducated. This situation demands top priority in governmental planning. According to Table 1 the portion of government revenues allotted to education has been

\(^{33}\)Ibid. p.

\(^{34}\)Muhammad Shamsul Huq, \textit{op. cit.}, pp. 49-50.

\(^{35}\)Ibid.
### TABLE 1

**AVERAGE PERCENTAGE OF PAKISTAN CENTRAL GOVERNMENT BUDGETS FOR EDUCATION DURING 1947-60 COMPARED TO AVERAGE PERCENTAGES OF CENTRAL GOVERNMENT BUDGETS FOR EDUCATION IN TWENTY-TWO OTHER COUNTRIES DURING 1945-53^a AND EXPENDITURE FOR EDUCATION AS PERCENTAGE OF NATIONAL INCOME IN 1959-60**

<table>
<thead>
<tr>
<th>Country</th>
<th>Average Percentage for Education in 1945-1949</th>
<th>Expenditure for Education as Percentage of National Income in 1959-60^c</th>
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^b For 1947-1960.

^c Some of the figures in this column are for 1957-58, 1958-59, and 1960-61. Unavailable figures are indicated by ...
in the vicinity of 1 to 2 per cent. It was expected that after the recommendation of the Commission on National Education the allotment of Central revenues would be at least 7 per cent. However, the allotment of revenues for education has not yet exceeded 1.3 per cent. Table 1 also shows that Pakistan has been spending one of the lowest amounts on education in the world. The table further shows that the average percentage of Pakistan Central government budgets from 1945 to 1953 has been about 1.3. In other countries the expenditure on education is fairly high, e.g., it has been 13 for Ceylon, 18 for Panama, and 17.3 for Netherlands. It is therefore advisable that Pakistan government may also levy additional taxes for bringing education within reach of all primary-age children. Moreover, the government may treat the removal of illiteracy as an emergency problem. If the present high rate of illiteracy (85 per cent) is not remedied and illiterate adults are not educated, the education of children will be adversely affected. Apart from the responsibility of the home for playing its part in educating the child, even the very surroundings in which the child resides affect his education. The problem becomes further acute when only a minority of the children entering the primary school

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is able to graduate. Most of the nominally educated children who have attended the school for a year or two have to pass long years of their lives in educationally 'dead' surroundings with the result that they ultimately relapse into virtual illiteracy.

The present Village-AID program, with its very limited staff has been trying to eradicate illiteracy. The stupendous nature of the task requires a much more concerted effort on the national, provincial, and local scales to remove illiteracy. Here is a fine opportunity for the joint efforts of the State and the private individuals in a noble mission. However, financial aid for the purpose may not be left to the voluntary choice of the individuals. They should be appropriately taxed for this. Voluntary effort may consist in additional sacrifice of their time, energy, and money spent in the crash program of eradication of illiteracy. Local effort is mandatory.

Expositions of the Third Major Category of Issues

The third major category of issues and subissues is related to the administration of the educational program. It has been the writer's belief and experience that leadership and ineffective administration have been among the basic roots for the slow growth

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and lack of direction of education in Pakistan. The reason why curriculum, which is the 'soul' of education, does not figure prominently in this study, is because so many educators and educational reforms commissions have already pondered and advised at great length on how to improve the primary school curriculum. In addition to what has already been done in the past to improve the primary curriculum and courses of studies, there has recently been published a comprehensive statement on the ideal curriculum suited to the needs of the Pakistani child. The people who prepared this latest statement represent the best minds in Pakistani education. In addition, this group of national experts was helped by experienced American professors who acted as resource consultants and who have been working on various American educational projects in Pakistan. However, as stated earlier, effective organization and administration to put the curriculum into effect has been lacking. To continue the analogy, the 'soul' of curriculum cannot exist without the 'body' of administration.

The third major category of issues and subissues also relates to those areas of administration where the educational leadership is involved. This refers to the provincial Department of Education, 

Directorate of Education, the officers of the Department and Directorate, and the classroom teacher. The principal per se has not been included in the discussion because his position did not emerge as an issue in the 'issue-finding' discussion in Chapter II of this study. Moreover, many primary schools are one-room schools where the teacher is also the principal (called 'head-teacher' or headmaster). Even in schools which have more than one teacher the prestige and emoluments of the principal do not materially differ from those of his subordinate teachers. The class or grade organization is not so much of an issue in the rural primary schools which are in the majority and where the self-contained unit is the usual pattern. However, in urban primary schools the choice has to be made between the self-contained unit and departmentalization.

Postulated Positions on the Third Major Category of Issues

Postulated positions on the issues and subissues in this category follow:

**The administration of the educational program**

"The heads of Departments of Education should preferably be appointed on the basis of professional preparation in the art and science of educational administration."
To wit: Appointments as the heads of Departments of Education should be made neither on the basis of Civil Service rank nor on the basis of such academic experience as is devoid of preparation in educational administration.

The subissues are as follows:

A. "There should be only one amalgamated Department of Education in a province."

To wit: There should not be the usual dual agencies of Department of Education plus a Directorate of Education in the same province.

B. "The payment of adequate salaries to primary school teachers should proceed simultaneously with the evidence of their professional worth."

To wit: The payment of adequate salaries to primary school teachers should not be delayed just for the evidence of their professional worth; nor should the teachers regard evidence of professionalism to be incumbent only after they first receive adequate salaries.

C. "The teachers who are professionally unfit to help children become men and women of character should be retained for a probationary period to prove their professional suitability."
To wit: Professionally unfit teachers should not be summarily removed from service without giving them a chance to prove their professional suitability.

D. "The organization of classes (grades) should be on the basis of self-contained unit."

To wit: The organization of classes should not be on the basis of specialization or departmentalization.

A Defense for the Postulated Positions

The following is a defense for the postulated positions on the third major category of issues and subissues.

The Department of Education has been entrusted with the task of controlling and directing the entire educational effort in the province. This entails a highly technical job of administration. The Department has to give a new emphasis on educational leadership which is one of the main components of educational administration. Leadership in any field whether, technical or non-technical, presupposes adequate training and "know-how" in the field. A person who has not had adequate preparation in engineering cannot be an engineer in an industrial plant. Similarly, a person who has not been exposed to the complex technicalities of the art and science of educational administration cannot be expected to act effectively as the head of a highly technical and professional department like
the Department of Education. For, if the Department of Education
fails to provide the necessary educational leadership in the pro-
vince, the progress of education will be deterred.

In this context the question arises as to the adequacy of
Civil Service rank for entitling one to be the head of the Depart-
ment of Education. Persons who hold Civil Service rank are usually
liberal arts graduates. Their main qualification consists in their
excellence at national Civil Service competitive examinations which
are based upon liberal arts subjects and a test of general intelli-
gence and personality. They are certainly men of great calibre and
potentialities. However, just as they are not expected to be the
directors of irrigation projects or the head engineers in mills and
factories, they should not be called upon to shoulder the extremely
complex task of educational administration for the whole province.

Educationally advanced countries of the West have continuously
been increasing the requirements of great professional preparation
and excellence for the position of the director of the provincial
educational organization and program. Pakistan being a developing
country faced with the enormous task of educating huge masses
should perhaps prescribe more stringent professional preparation
for the head of the Department of Education.

One main purpose of the provincial administrative organiza-
tion is to give direction to the educational endeavor. Another
main purpose is to coordinate all the administrative activities in
the province for the realization of educational goals. If there
are two departments of education with more or less similar purposes,
there are likely to arise serious problems of coordination and con-
flicts in leadership, responsibility and accountability.

In the present situation in Pakistan there is dual control
exercised by the Department of Education and by the Directorate of
Education. The head of the Directorate is called the Director of
Public Instruction. He is inferior in rank to the Secretary (head)
of the Department of Education who is usually a Civil Service
member. There have been instances of conflicts between these two
heads and none has accounted himself as fully responsible for the
direction of the educational setting in the province. As a con-
sequence, dynamic educational leadership has seldom emerged. For
the past decade there has been a regular demand from the teachers
to amalgamate the Directorate and the Department into one office.
The writer was witness to the overwhelming vote cast in favor of
the amalgamation at a largely attended meeting of educators of the
whole province of East Pakistan in 1957.

It is to be hoped that shortly a time would come when the
long overdue amalgamation would take place and thus provide that
singleness of purpose and incentive for educational leadership which
is more likely to come through one nerve-center of educational
activity in the province.
Teachers' salaries and professionalism

In the history of Pakistan numerous committees and commissions have made eloquent statements pleading for raising the dignity and standard of living of school teachers. However, when it came to the fixing of a scale of pay for the teachers, the emoluments recommended fell far short of the expectations created. The Commission on National Education which went out of its way in suggesting specifics for several administrative matters, sidetracked the specifics of teachers' salaries and made only general statements without suggesting an adequate scale of pay. The Commission observed:

... no system of education is better than its teachers.

The ... discussion will remain theoretical unless the teacher is rewarded materially... He often works in conditions which would daunt the bravest spirit, and except for a few cases, the profession does not offer the teacher fruitful awards.

In view of the poor scales of salary, he is obliged to supplement his living with private tuition. A vicious circle is created where in low salary leads to poor work and even malpractices which, in turn, contribute to low public esteem.

... we urge that the central fact be firmly understood that suitable action must be taken in all training establishments and in refresher courses to awaken and deepen in teachers this sense of professional responsibility.

The basic factor, however, is one of salary. This should be fixed at a level so that the teacher
will not feel compelled to undertake private tuition or any other activities likely to undermine his usefulness. 40

Thus the fixation of an adequate scale of salary was left unaccomplished.

However, it might be appropriate here to compare some of the scales of pay for the teachers as have already been announced.

**TABLE 2**

A COMPARISON OF DIFFERENT SCALES OF SALARIES FOR TEACHERS

<table>
<thead>
<tr>
<th>Serial No.</th>
<th>Source</th>
<th>Scale of Salary</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Six-Year Development Program of Pakistan, 1951-1957</td>
<td>Rupees 30-1-35-3-50</td>
</tr>
<tr>
<td>2.</td>
<td>Government of East Bengal in 1953</td>
<td>Rupees 45-1-60</td>
</tr>
<tr>
<td>3.</td>
<td>Government of East Pakistan in 1957</td>
<td>Rupees 60-120</td>
</tr>
<tr>
<td>5.</td>
<td>Peshawar Model School, 1960</td>
<td>Rupees 200-10-350</td>
</tr>
</tbody>
</table>

Table 2 shows the different scales of salaries for the teachers possessing more or less equivalent qualifications. The first three

scales of salary were meant for the teachers of schools like the government national medium primary schools. The last two salary scales were in force in English medium government and non-government schools. The accuracy of the comparison has been affected because of different requirements for qualifications and teaching responsibilities for the teachers in the five indicated school systems. Besides this, other amenities granted them have not been taken into consideration. The purpose of the comparison is to show how the vast majority of common primary school teachers earn very poor wages. This fact has earlier been indicated in documentary evidence presented on pages 105 and 119 of this study.

Compared to the cost of living indices and average monthly incomes of laborers and industrial workers, the common primary school teachers with the above scales of salary enjoy a much inferior livelihood than the former.  

According to a detailed estimate of cost of living for an average teacher, the amount of Rupees 277 was calculated as the barest minimum for living wages in the present-day Pakistan. This figure of Rupees 277 was arrived at on the assumption that the

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teacher had to support a family of average size and that he would not have the benefits of electricity, radio, telephone, ownership of house, entertainments, or any professional literature. 43

In view of the starving wages the teachers have constantly been clamouring for reasonable increase in salaries. When their demands have gone unheeded they have resorted to negative tactics. They have shirked their professional responsibilities. The writer has met numerous teachers over the last decade who complained about their meager salaries and expressed their aversion to execute their duties properly unless they were paid adequately. Such outright and conscious refusal to work professionally unless first paid adequately appears to be unethical. In spite of the injustice to which the teachers have been subjected in the matter of salaries, it must be understood that unless they first improve their professionalism, they cannot expect a rise in their emoluments or prestige. Demanding compensation without deserving it is like putting the cart before the horse. In view of the abnormally low salaries paid, the best the teachers can expect is a simultaneous increase in pay along with their conscious effort to put in better professionalism. In the circumstances, the simultaneous process of increased labour and fruits seems to be a happy compromise.

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43Ibid., pp. 104-105.
Professional competence

The question of summary removal or probationary retention of professionally incompetent teachers has not been a primary matter of controversy or debate. The issue arose as a result of one of the objectives of primary education which was to the effect that children should be helped to become men and women of character. It was suspected that unless the teachers were themselves competent and worthy professional people they could hardly be helpful in developing children's character. It has been well-known that nearly 30 per cent of the primary school teachers have had no professional preparation. Of those who have qualified, there have been many who have consciously or unconsciously shirked the proper execution of their duties as a result of their starvation wages. In such circumstances the children must not suffer. Hence the issue was raised to retain the ineffective teachers or to dismiss them.

The following extract from an educational leader in East Pakistan is pertinent:

With a few honourable exceptions, only those who fail to secure a job in any other sphere of life turn to teaching. Even then they consider it a temporary resting place while trying for something else. Naturally such teachers do not take their duties seriously, nor do they try to improve their competence. They take the earliest opportunity to leave the profession, if anything better turns up...
Suffice it to say that no improvement in the quality of our education would ever be possible unless we are prepared to pay our teachers adequate salaries to enable them to live and maintain their families decently and to command the social prestige due to them. Only by this means can we attract suitable young persons to the teaching profession and retain them in the profession. *We cannot expect to prepare citizens for the atomic age with the help of persons who are the 'refuse of all other professions.*\(^{44}\)

It has also been found difficult to remove unsuitable teachers from service because of party politics in the administration of the schools. A clear policy in regard to the conditional retention of inefficient teachers has to be made. It would be unwise to stipulate summary removal from service of unprofessional and/or incompetent teachers because of the colossal shortage of teachers. With the ever-increasing projects to extend primary school facilities to the largest number of children possible, there has been a sharp rise in the demand for new teachers. And new teachers for the aforementioned reasons are not coming forward. Consequently, there is no alternative other than retaining seemingly unsuitable teachers on the condition of improved professional output in the future.

One of the 'banes' of primary education in Pakistan has been the usual neglect of the emotional and social development of the child. The whole system has been geared to his mental or intellectual development. Even mental development has been deemed synonymous with the ability to reproduce memorized facts and figures. There has been some mention of the child's physical development though the common child has rarely had opportunities and activities which could promote the desired physical development. However, the emotional and social development of the child have very seldom been emphasized. In the summary of objectives of primary education developed in Chapter II of this study, there has been some mention of the emotional and social sides of children. It is the writer's contention, based upon his experience of Pakistani and Indian schools, that the teachers lack in understanding the significance and import of the social and emotional development of the child. Perhaps, they are not clear about the distinction among "social, emotional, and intellectual" aspects of the child's personality. As stated in Chapter II, even the Commission omitted the mention of the child's emotional development. It is gratifying, indeed, to note that in a country like the United States of America there has been placed a tremendous emphasis upon the emotional and social aspects of child's growth and development.
Among other things, the child's emotional and social adjustment, depends to a great degree, upon the kind of grade organization in the school. Generally, there are two kinds of grade organization, self-contained unit and specialization, also called departmentalization. As observed in the exposition of the third major category of issues, there are many one-teacher schools in rural areas in Pakistan where the question of departmentalization does not arise. However, most of the schools in urban areas as well as a considerable number of rural schools, do have more than one teacher. They have to choose between departmentalization and self-contained unit.

Before making a choice between the two, one may be mindful of the change in the primary school philosophy in other parts of the world. According to Verna Walters there has been a change from 'the content-to-be-covered' to helping children to learn at their own pace; from text-book centered and rote learning to wider horizons through use of many materials; from teacher-directed and assigned tasks aiming at conformity to cooperatively planned work and intelligent self-direction; from isolation of individuals to group as well as individual experiences; from over-emphasis on
competition to many cooperating enterprises; from failure and non-promotion to school policies that help each child make continuous progress at his own best rate. 45

The protagonists of the departmentalization plan may put forward the following arguments. It is the purpose of the primary school to provide the best education for the children, and as no teacher can be an expert in all subject areas, so only those who are best prepared for teaching a subject should be permitted to teach that subject. In this way the child's education would not suffer from the faulty teaching of the self-contained classroom teacher in his weak areas. There would be more enthusiasm among the subject teachers because of their specialization. Teachers' professional preparation would be intensified. There would be economy of the teacher's energy and pupil's time. Atmosphere created by special rooms, such as history room and geography room, would be more conducive to learning. Teachers' daily preparation would be without reasonable limits. Children would welcome variety in content and contacts. A poor teacher would be balanced by a good teacher. Children would not be subjected to

a particular teacher with whom some of them might have personality clash and thus they would avoid unwholesome influence of the unsuitable teacher.

However, the following arguments in favor of self-contained classroom outweigh the benefits from total departmentalization:

1. **The teacher can know the children.**—This is a relative factor. In any organization the teacher can know the children. However, much support for the self-contained classroom is based upon the teacher's *insightful knowledge* of the child, his parents, health, status, past school experiences. This depth is not possible in the departmentalized program where 300 students might be contacted by the same teacher. This emphasis upon knowing children developed along with the interest in child development including his social, physical, emotional and mental growth.

In total departmentalization teachers teach 'subjects' and not children. They cannot take care of individual differences. Hence, in the words of Ragan, "problems of motivation and individual guidance do not receive the same attention (in departmentalization) as they do in self-contained classroom."46

2. **A unified curriculum is made possible.**--Modern curricula like broad units, problems, persistent life situations, and core, require large blocks of time for free activity and discussion. This is possible only in the self-contained classroom.

In the old departmentalized plan, teachers spent a great deal of time for the difficult job of coordinating the instruction in several groups. Correlation and integration of subjects was not done. With the present organismic concept the self-contained classroom affords a unified curriculum. Many writers agree that the self-contained classroom is suited to all types of instruction. For example, the broad-fields type of curriculum, and the life-problem-centered program can easily be implemented in the self-contained classroom.\(^{47}\) In the totally departmentalized plan it is a serious problem for a teacher to relate his subjects to another teacher's subject and so there is no reinforcement possible in other subjects. This leads to fragmentation of knowledge and skills.

3. **A flexible daily program is possible.**--In the totally departmentalized program there is too much rigidity because of the ringing of the bell at the appointed hour. In a self-contained

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classroom there are no strict time limits. It does not follow that there is no routine in the self-contained classroom. Some sort of routine has to be there to provide security. But there is more opportunity for planning and flexibility.

4. **Planning and evaluation with children is encouraged.**--Detailed planning and evaluation is possible with groups with whom the whole or a large block of the school day is spent. This would not be possible with groups meeting for short periods in the departmentalized plan. Group planning with children is one important element of good teaching and the self-contained classroom is very suitable for it.

5. **There can be provisions for "social living."**--Social living is an important part of the modern curriculum and the self-contained classroom is considered suitable for this purpose by Stratemeyer.

The school organization which lends itself most readily to developing this type of curriculum with learners is that of the self-contained class group under the guidance of a teacher who understands and knows the members well, and who has available the help of teaching specialists ready to advise in terms of the particular contribution which this area of specialization makes to the problems of the students. 48

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6. **It is designed to promote and protect emotional security.**

It is obvious that emotional security is one of the main bases for the self-contained classroom. Here the children have some teacher as their constant guide and friend with whom they can have an emotional identity.

There are certain problems which have to be dealt with in order to have the full benefits from the self-contained classroom. The problem of teacher expertness can be solved by an exchange of teachers in various grades in their respective strong subjects. Additional consultant services and specialists can also help in this respect. There may be considerable benefits to be gained through partial departmentalization for teaching music, physical education, and other subjects, and cooperative teaching plans. The self-contained unit is not an end in itself. It is desirable that organization, however conceived, serves to promote an atmosphere, climate and conditions for optimum learning experiences for children. Pakistani children must be helped to become socially and emotionally adjusted, whether they are in a departmentalized plan or in a self-contained unit.
CHAPTER IV

EVALUATION OF POSSIBLE MODELS OF EDUCATION FOR PAKISTAN

Every system of education has been based upon some sort of a model, plan or format. Some are well-defined and systematized, others are more or less undefined, but all conform to some kind of a pattern, consciously or unconsciously. The plan or model of education for Germany during the Nazi period was explicitly defined, planned and implemented toward definite nationalistic development objectives. In the United States, with a philosophy of education espousing consumer oriented universal education for all, a very different model has been developed in contrast to some totalitarian countries. These models are a reflection of the goals, objectives and purposes of education for the given period in the development or history of a country.

In the background of the foregoing discussion of issues, purposes and objectives in the development of primary education in Pakistan, particularly since Independence, it appears worthwhile that some speculations and projections be made as to the future
educational pattern of the country. It is the purpose of this chapter to examine and evaluate some broad philosophical models of education in the world as to their applicability in the context of conditions and priorities obtaining in Pakistan.

The word 'model' has been used here in a general sense. It may be interpreted as the direction and framework of an educational system, something similar to educational ideology in the preceding chapters. It is to be noted that models of education per se are seldom mentioned in educational literature as technical terms so as to have specific definition. Therefore, the phrase 'model of education' has been generally construed, as it is here, to describe the general pattern and focus of education in a given situation.

In a look ahead for Pakistani education there is indeed a need to evolve a pattern (model) based upon defined philosophical concepts, purposes and objectives upon which to build future education in Pakistan. It is presently in the process of doing this 'model' formulation. Although the previous chapters provide some guidelines and positions on current issues, they stem mostly from a limited nationalistic angle and point of view. But what of the future? What seems to be necessary now? What directions should the course of events in the development of education in Pakistan take? These are the major concerns dealt with in this chapter.
Broadly-speaking, and for the purpose of this discussion, models of education may be classified into three categories as are evidenced in the world. They are (1) national development model, (2) individual consumer oriented model, and (3) laissez-faire model. Undoubtedly to some extent all of these models may exist simultaneously in given situations, but usually one is more dominant. For instance, in the United States it may be agreed that all models are operative but the individually oriented consumer model appears to best characterize the dominant mold of purposes, objectives and desired outcomes. Actually, the programs for primary education under the models cited may not be very different, but the emphases, attitudes and purposes of the entire educational enterprise differ markedly, depending on the situation.

National Development Model

The basic philosophy

There are many countries in the world today, especially those which have authoritarian governments, where national development is the 'be-all' and 'end-all' of all human effort. Whether it is education or economics, sociology or science, the main purpose in every field of art and science is to glorify the State. The concept of staunch nationalism and glorification of the State stems from the belief that State is the sum and substance of everything worthwhile. Individuals are subjugated to the good of the 'state.'
Therefore, as its components, individuals will be better off. The over-imposition of the nation, country or State over the person or the individual, also originates from feelings of patriotism, of placing service to the land before the self. It is believed that everything belongs to the community and that the good of the individual is insignificant only in comparison to the common good of the state.

Philosophic origins

Since early ages of civilization up to the modern times there has always been an unequal distribution of wealth. In the past countries were usually governed by monarchs and people usually accepted their lot. The official class and the tradesmen enjoyed a higher standard of living than the peasantry or the masses. However, since the eighteenth century there was developed a wave of mass revolutions beginning with the Industrial Revolution and French Revolution, and continued through American Revolution, Russian (Bolshevik) Revolution, with so many others still going on in the underdeveloped countries as in Africa. These political revolutions which overthrew the personal and colonial rules ushered in an era of people's rule. Many of these revolutionized countries found that unless the fastest development and exploitation of their national resources -- physical as well as human -- took place, the conditions of the great mass of people would never change for the
better. The erstwhile monarchical and colonial rules had remained so indifferent to the national development that the new peoples' governments were tempted or rather compelled to give top priority to the national causes. They considered it expedient to let the importance of the growth and development of the individual as an individual recede into the background, while ultra-nationalism was fostered and encouraged.

The totalitarian countries have generally adopted the national development model with little emphasis upon the freedom of the individual and his individual needs. These countries found it unavoidable to mobilize all their resources for the development of agriculture, industry, commerce, power and other national developmental needs. Some of these countries like Soviet Russia, Red China and Czechoslovakia have achieved phenomenal success in all-around development. What has been amazing is the extremely rapid advancement of literacy and fundamental education among their masses. These authoritarian governments treated the problems of illiteracy and inexpansion of education on the same footing as other urgent tasks of national development. The result was no doubt phenomenal in quantity. However, it is doubtful if the quality of the educational products or the satisfaction of individual needs and requirements were equally satisfactory. The quantity of the literates
increased at the cost of the people's loss of their individuality. For example, the individual lost the freedom of choice of profession and choice of educational career. He was subjected not to his individual inclinations but to the needs of the State and the nation in the advancement of his education.

When the model of national development is at its rigid climax the individual becomes a mere cog in the wheel of the State, totally subjugated. Even the excellence in arts and sciences becomes State oriented. For example, the great strides in science and space have been becoming more a manifestation of national pride than the excellence of the individual human brain.

In countries where national development model is sought after, national curriculum takes priority over curriculum based upon the needs of the individual and the needs of the local community. There is no gainsaying the fact that in any educational system there are certain things in the school curriculum which must be based upon national needs. But to orient the curriculum exclusively to the national needs stifles the development of the individual and the local community.
Individual Consumer Oriented Model

In sharp contrast to the national development model there exists the individual consumer oriented model. It does not mean that the two models function in watertight compartments and that the one does not have any characteristic of the other; far from it. The two models must share some characteristics of each other. The main difference lies in the emphasis placed upon the individual on the one hand and the State on the other hand.

In the individual consumer oriented model it is the individual whose good is the main deciding factor rather than the State. In the loose definition of individual consumer needs model that may be attempted here it can be said that this model emphasizes the individual -- his needs, abilities, aspirations, interests -- the individual school, the individual school system, the individual community, and finally the individual state. The individual oriented model is primarily concerned with the developmental and consumer needs of the individual without sacrificing the good of the nation and the State.

It seems plausible to conclude that as of now the United States of America has broadly an individual needs oriented model of education where the fulfillment of the consumer needs of the individual has an upper hand over the national development. In the
case of the United States the national development has already been achieved. However, due to the early start the United States had in embarking upon the task of national development, it did not have to apply the same techniques as applied in the totalitarian states. It is surmised that the United States has had a suitable blending of the national development and the individual's developmental needs.

Freedom, liberty and other human values are stressed in individual oriented model. The individual has the inalienable right of choice of vocation and education according to his individual judgment and needs. The educational system has been oriented to establish and cultivate the worth and dignity of human individual.

It should not be construed that in this model the individual is so overemphasized that the collective good for others is completely forgotten. On the contrary, the individual does have certain obligations and responsibilities which safeguard the good of the community in which he lives. In the individual oriented model the local community assumes much the same importance as the individual himself, and he is a participating member of that community. The consumer and developmental needs of the local community or the school system itself are given priority along with those of the individual.
Laissez Faire Model

Laissez faire is actually the absence of a model. Laissez faire means the mere continuance of a state of affairs as it is, having no plan, no direction, and very little in the way of purposes and objectives. It precludes systematic organization, planning and endeavor to change the system for the better. Hence laissez faire 'model' cannot be a specimen for emulation.

Underdeveloped countries of today's world, especially those which had long been under a foreign yoke, like Pakistan, India, Congo or Malaya of the recent past and Angola, or Mozambique, the Portugese colonies of present times, usually have had a laissez faire phase in their educational developments. As is obvious, these countries are far behind developed nations of the West economically, educationally, and industrially.

These countries had neither national development model nor individual oriented model. Education was left to expand or stagnate at its own pace. The result is that these countries have now the highest rates of illiteracy and the lowest standards of living. Pakistan, though free since 1947, has still been suffering from the aftermath of a long pre-partition period which had adopted a more or less laissez faire attitude toward the expansion and improvement of education.
Suitable Model for Pakistan

A review of the foregoing discussion of possible models of education raises the question as to which model is suitable for Pakistan. The laissez-faire model should be immediately ruled out because Pakistan has had a sufficiently long experience with the functioning of this model. The choice then has to be made between the national development model and the individual consumer oriented model; or perhaps some combination of the two models may be desirable for conditions in modern Pakistan. Probably one of the most fortunate things for Pakistan is its opportunity to make a fresh start, to plan, to develop a model, and to pursue it.

Chapters I to III present a sufficiently clear picture of the problems and difficulties Pakistan is and has been facing. As indicated earlier there are paramount needs of national development in the fields of agriculture, commerce, industry, and power. These cannot be postponed. At the same time there is the vast multitude of masses the great majority of whom are illiterate and devoid of the blessings of education. A huge number of children is constantly adding to a segment of an illiterate population. Yet another significant number which has had nominal schooling relapses into illiteracy in the future because of absence of the atmosphere and surroundings essential for keeping a barely literate person literate.
It is, therefore, imperative that in the case of Pakistan at this time the national development and the development of the individual progress simultaneously. There has to be a balanced combination of the two models according to Pakistan's developmental needs. There should be perhaps a phased program with varying degrees of emphasis upon the two models according to the exigencies of the situation.

An eclectic model with a phased program has been presented in the last Chapter, entitled, 'Summary, Conclusions, and Recommendations.'
CHAPTER V

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

The focus of this study has been centered upon the basic issues in primary education in Pakistan as revealed in current papers, historical documents, commission reports, government publications, monographs, studies and the experiences of Pakistani nationals in education. Hence the perspectives described in a large measure have been the products of a new nationalism, optimism, hope and pride. In many ways the historical perspective has been colored by these factors of recency. However, an effort has been made to present an objective moderate point of view in contrast to that which might have been produced by ultra nationalistic or pro-British extremists.

In the years ahead, when as a nation Pakistan has gained more maturity, much of what has been included in this study will be looked upon, written about, and understood on the basis of a broader historical perspective. Feelings and strong opinions about effects of colonialism will have been tempered by time and fuller understandings. Pakistan has many problems, not least of which is growing into statehood and finding its proper honored place in the community of nations.
Summary

The main purpose of the study was to define and analyze the issues and objectives in the development of primary education in Pakistan since 1947. Another purpose was to evaluate possible models of education for adoption in Pakistan.

In this historical-documental-philosophical study, data was collected from primary and secondary sources most of which consisted of Pakistan government publications. Data were analyzed and conclusions drawn.

The word 'issue' was defined as a point in debate or controversy which had two or more alternative courses for solution. It was found that there was a somewhat hazy notion of issues in Pakistani literature on education. There was certainly no comprehensive statement on issues facing Pakistani education at any level.

Issues in primary education were recognized from two main sources: the declared objectives of primary education, and from confusions in educational matters.

The objectives of primary education, as declared since 1947 up to date, were summarized, restated in a comprehensive form, and analyzed. The objectives of primary education were in the main found to be related to five guidelines: (1) educational ideology,
(2) patriotism, (3) formation of character, (4) integrated development of the child's personality, and (5) acquisition of basic knowledge and skill.

Several vital questions and issues were raised based upon the objectives. Finally, a consolidated list of issues was formulated from a review of objectives and confusions in educational matters. It was found that the major issues were interlinked and contained subissues. Consequently, three major categories of issues in the development of primary education in Pakistan were defined. They are as follows:

**Category I. Educational ideology.**—Should there be one broad educational ideology for the entire Pakistani nation; or should there be different educational ideologies based upon the socio-economic status and religious affiliations of various segments of the nation?

A. Should the national languages be the media of instruction in all primary schools of the nation or should a foreign language be the medium of instruction in certain privileged schools?

B. In order to form character of children and develop unity, patriotism, and faith in the country's ideals, should the present multiple school system be abolished immediately and transformed into a uniform school system; should the system continue in its present form without any change; or should it be gradually replaced by a uniform school system?
D. Should spiritual and moral instruction be imparted by maulvis; by the general members of the teaching staff; through practical situations requiring exercise of spiritual and moral behavior; through maktabs and madrasas; or by some combination of these?

Category II. The roles of the State and private enterprise.-- Should the State be the responsible agent for providing primary education to all children; should it be the responsibility of private citizens; or of both?

A. Should the government treat the expansion of quality primary education on top priority basis; leave it to voluntary philanthropy of private individuals and organizations; or require them to pay for it through additional taxation?

B. Should the State be responsible for constructing and equipping the primary school buildings, or should the construction and equipment be left to the voluntary philanthropy of private citizens and organizations in the local communities?

C. Should the removal of illiteracy be given top priority by Government; should this be left to the usual Village-AID program; or should there be launched a crash program of combined government and private effort to fight illiteracy?

Category III. The administration of the educational program.-- Should the heads of Departments of Education be selected for appointment on the basis of Civil Service; should they be persons of long
academic experience; or should they be appointed solely on the basis of their preparation and experience in educational administration?

A. Should there be one amalgamated Provincial Department of Education; or should there be the usual dual agencies of Department of Education plus a Directorate of Education in the same province?

B. Should the payment of adequate salaries to primary school teachers precede the evidence of their professional worth; should it be vice versa; or should the two proceed simultaneously?

C. Should the teachers who are professionally incompetent to help the children become men and women of character be summarily removed from service; or should they be retained for a probationary period to prove their professional suitability?

D. Should the organization of classes (grades) in the primary school be on the basis of self-contained unit or specialization?

The above major categories of issues were analyzed and stands taken on each. First, the historical origins and perspectives were given. Next, the expositions of issues and subissues were made. Postulated stands were indicated in the light of the peculiar needs of Pakistan. And finally, the postulated stands were defended at length.
In the fourth chapter of the study some possible models of education were evaluated with a view to their applicability in Pakistani conditions. The three models considered were (1) national development model, (2) individual consumer oriented model, and (3) laissez faire model. It was found that none of the three provided what was presently needed in Pakistan. Hence, the possibility of having a combination model for Pakistan was explored.

Conclusions

Some of the important conclusions of the study are stated as follows:

1. One of the basic reasons for the slow growth of and confusions in education in Pakistan has been the disinclination on the part of educators and public leaders to face the issues of education.

2. There is imminent need for periodical professional meetings, conferences and studies by leaders in education to consider and ponder over the issues facing various levels of education in a given time and place.

   Unless issues are discussed, clearly defined and resolved, there will be a corresponding lack of intelligent direction in educational affairs.

3. A study of the chronological development of the objectives of primary education indicates a positive growth and refinement of Pakistani thinking on objectives of education.
4. The process of this thinking on objectives is likely to continue in the future with further improvement in the desirable objectives of primary education.

5. There is evidence of the existence of understanding of educational problems and ideology among the educators and leaders. However, there is further evidence that this understanding is not translated into effective practices.

6. There is need for publicizing a consolidated list of objectives, somewhat similar to the one organized here, among the teachers, citizens, and students. It has been found that many teachers, parents, and students are unaware of the objectives of primary education, particularly among the illiterate population.

7. The new Constitution of 1962 still retains the primacy of the English language which is likely to dominate the educational system for some time more. There appears to be the need for adopting a firm policy in regard to the position of the English language otherwise the confusions in educational matters are not likely to subside.

8. The leaders face many problems in implementing change from the old to the new.

9. It is in the interests of the integrity of the country that there be a broad educational ideology for the guidance of all schools in the nation.
10. Pakistan provides a favorable climate to the propagation of the minorities’ faiths. There seems to be a desirability on the part of the minorities to contribute their share toward building national homogeniety, culture and patriotism.

11. In no primary school in Pakistan, excepting the schools for the children of the employees of foreign diplomatic missions, does it seem appropriate to teach through a medium of instruction other than the national languages.

12. The present multiple school system needs to be gradually replaced by a uniform school system so that educational ideologies based upon economic status, professions, social stratification might be discouraged.

13. No amount of planning is likely to be effective unless a cadre of competent teachers are enlisted, paid adequate salaries, and provided with necessary amenities. Under present conditions laborers and industrial workers enjoy a higher standard of living than the teachers.

14. The emotional and social development of the primary school child has been among the neglected areas of primary education.

15. The State is primarily responsible for educating all children and for constructing and equipping the school buildings through additional taxation.
16. Unless adult illiteracy is removed urgently, the child who has had a nominal education in the primary school may relapse into virtual illiteracy. The present plans to eradicate adult illiteracy are inadequate and there is an urgent need for a crash program for its eradication.

17. The imparting of spiritual and moral instruction is not the sole responsibility of maulvis, maktabs, and madrasas. This responsibility equally falls on all members of the teaching staff and on all types of schools. However, along with the teaching of the theory, there seems to be a need for providing ample opportunities for the practical cultivation and demonstration of moral and spiritual behavior.

18. Adequate preparation in the art and science of educational administration is a needed qualification for all persons' appointed to leadership and administrative roles in education at all levels.

19. An amalgamated Provincial Department of Education, in place of the dual agencies of the present Department of Education plus a Directorate of Education, will provide a more effective administrative organization.

20. The payment of adequate salaries to teachers and the evidence of their professional worth have to proceed simultaneously.
21. Professionally incompetent teachers should not be retained beyond a probationary period which enables them to prove their professional competence or desist.

22. The organization of classes or grades in the primary schools on the basis of a modified version of the self-contained unit is preferable to totally specialized or departmentalized plans.

23. None of the three postulated models of education, viz., national development model, individual consumer oriented model, and laissez-faire model, entirely and completely suits the needs of the present-day Pakistan.

24. There is need for developing a phased eclectic model combining the national development and individual consumer oriented model with a planned program for adopting and implementing it in Pakistan.

Recommendations

IT IS RECOMMENDED that the educators and public leaders in Pakistan should forthrightly face the issues confronting all levels of education.

IT IS RECOMMENDED that there should be regular periodical, discussions, conferences and meetings of leaders in education to consider and ponder over the issues facing any level of education in a given time and place.
IT IS RECOMMENDED that positions be taken on educational issues in order to give direction to the educational program.

IT IS RECOMMENDED that the good practice of reviewing and re-evaluating the objectives of primary education should be continued so that there should be further refinement of the educational objectives.

IT IS RECOMMENDED that the leaders and educators should put into practice their understanding of suitable principles and philosophies of education.

IT IS RECOMMENDED that there should be preferably one broad educational ideology for the guidance of all schools in the nation, and that socioeconomic status and religious affiliations should not dictate the ideology which may be detrimental to the integrity of Pakistan.

IT IS RECOMMENDED that a consolidated list of objectives of primary education, somewhat similar to the one organized by the researcher, should be publicized among the teachers, citizens, and students, so that they should not be unaware of the objectives of primary education.

IT IS RECOMMENDED that the State should assume the primary responsibility for educating all children and for constructing and equipping the school buildings by levying additional taxes.
IT IS RECOMMENDED that there should be adopted a firm policy in regard to the position of the English language, otherwise confusions in educational matters might continue.

IT IS RECOMMENDED that the leaders should expedite the process of changing over from the old to the new ideologies in the becoming of a sovereign independent nation devoted to the principles of equality of opportunity and the brotherhood of man.

IT IS RECOMMENDED that the minorities play a more important role in building national homogeniety and patriotism.

IT IS RECOMMENDED that the avowed policy of teaching through the media of national languages up to the secondary level be put into practice and that only schools meant for the children of employees of diplomatic missions be excepted.

IT IS RECOMMENDED that the present multiple school system should gradually be replaced by a uniform school system so that educational ideologies based upon economic status, professions, and social stratification, might be discouraged. The multiple school should be deterred from infusing feelings and attitudes which go against the solidarity and unity of the country.

IT IS RECOMMENDED that no teacher anywhere in Pakistan should receive less than 275 rupees per month whether the teacher teaches in a government national medium primary school or in an English medium school. It is further recommended that the government should
design minimum scales of salaries which have a basic start from 275 rupees or more. It is further recommended that the teacher be granted the same amenities of life as are granted to the teachers in railway or mill schools. There should be provisions for pension, provident fund, social security, insurance, health care, and travel for the teacher.

**IT IS RECOMMENDED** that the emotional and social development of children should receive due attention in the primary schools, and that modified version of the self-contained unit in grade or class organization should be preferred. It is further recommended that the general attitude of the teachers toward the primary school children should be predominantly characterized by sympathy, understanding and love as against the strict emphasis on the role of the disciplinarian.

**IT IS RECOMMENDED** that a crash program should be launched for the eradication of illiteracy in Pakistan and that the government should attach first priority to this program.

**IT IS RECOMMENDED** that the moral and spiritual instruction should be the responsibility of all members of the teaching staff and of all types of schools. There should also be provisions for the practical cultivation of moral and spiritual behavior in everyday life.
IT IS RECOMMENDED that only persons who have had adequate preparation in the art and science of educational administration should be appointed to leadership roles in educational administration.

IT IS RECOMMENDED that the present dual agencies of the Department of Education and the Directorate of Education should be soon amalgamated into one Provincial Department of Education.

IT IS RECOMMENDED that the payment of adequate salaries to teachers and the evidence of their professional competence should proceed simultaneously.

IT IS RECOMMENDED that in the present shortage of teachers the professionally incompetent teachers should not be removed from service without giving them a chance to improve their professional efficiency and competence.

IT IS RECOMMENDED that an eclectic model which combines the national development model and the individual consumer oriented model be adopted for Pakistan and that there be a phased program for the implementation of the said eclectic model, as follows:

An eclectic model for Pakistan

Some of the issues in regard to educational ideology, the State versus private enterprise, and the administration of education might be partly resolved if the national development-individual consumer oriented model is accepted and implemented in Pakistan.
No section of the Pakistani nation can object to giving priority to the development of the nation as a whole. Nor can anyone perhaps grudge the desired development and the self-realization of the individual. The development of literacy and the training of leaders is in the best interests of the nation.

The eclectic model for Pakistan may be phased as follows:

First phase: heavy emphasis upon national development.---Having won its freedom recently, Pakistan has currently been engaged in a gigantic task of developing, cultivating, and exploiting its national resources. Unless there is an appreciable increase in the standard of living and of national wealth with the basic amenities of modern life, a worthwhile educational program for the development and self-realization of individuals will be virtually impossible. But the appreciable increase in the standard of living and of national wealth cannot be achieved unless there is a worthwhile educational program. An intelligent electorate is a paramount need in a democracy. This is a dilemma and can be solved by the simultaneous programming of the national development and the educational program for the individual. However, the heavy emphasis upon the national development in the first phase is desirable. But it should not reduce the individual to a neglected state. There must be due consideration of the basic developmental and consumer needs of the individual along with the first priority of the State.
Second phase: Equal emphasis upon national development and individual self-realization. — Once the national development has reached a 'take off' stage there should be broadly a period of equal emphasis upon the individual and the State. The importance of the State and the nation cannot as yet be relegated to a secondary position to the individual. During this phase there will be a balanced division of the national resources for the national development as well as the self-realization of the individual.

Third phase: Heavy emphasis upon the individual self-realization. — This may be the final phase of the framework of educational program in the years ahead. The individual may be the dominant force in all thought of nation-building and reorganization. However, the development of the State or the nation must continue to receive due recognition and effort. This phase for the national development can be better termed as 'national maintenance' inasmuch as by the end of the second phase, it is expected, that the national development should have reached to its maximum, as, for example, in case of the United States. Here arises the problem of arresting the law of diminishing returns. Consequently, the goal of national maintenance will have to be kept in view along with the heavy emphasis upon the individual. The individual will continue to receive the heavy emphasis eternally, for every effort in the ultimate
analysis is judged to be worthwhile or worthless to the degree it renders 'good' to the individual human.

During this final phase education for 'worldism' and internationalism will also be the purpose along with the purpose of national maintenance. This has already been emphasized in the Islamic ideology.

The implementation of this phased national development-individual consumer oriented model incidentally copes with some of the issues of education as well. For example, in reference to the educational ideology it was observed that it should be based upon the principles of social justice, tolerance, and universal brotherhood; that humanity is one family. These idealistic principles are well met in the last phase of the model which emphasized the worth of the human individual but at the same time transcends national boundaries for the cultivation of respect and understanding in the community of nations.

FINALLY, IT IS RECOMMENDED, that further research and investigations be made on some of the following problems:

(1) Evaluation of objectives of any or all levels of education.

(2) Research on child growth and development in Pakistani conditions.
(3) Comprehensive studies on individual issues defined in this study.

(4) Research on socioeconomic factors which are responsible for the slow growth of education.

(5) Comprehensive consideration of the adequacy or inadequacy of the role of the State in the development of education.

(6) Thorough study of the causes of hindrances in the social and emotional development of the Pakistani child.

(7) Study of administrative organization for primary schools.

(8) Support and financing of education.

(9) Studies of implementation of goals and objectives.
Explanatory Note on Appendixes I-VI

There exists very little legislation on educational matters in Pakistan. Appendixes I-VI present here in a handy form most of the legislation on primary education up to date. These legislative provisions are not commonly available. They are helpful in making a better study of primary education in Pakistan.

Note on Appendixes I-IV.

Appendices I-IV provide an interesting study of the evolution of concept of free and compulsory primary education. It may be noted how "Local" in the Acts of 1919, 1920 and 1931 has been replaced by "Provincial" in the latest amended forms of the Acts. The tax levies of old Acts remain the same today in spite of very obvious rise in price index and incomes.
APPENDIX I

BENGAL ACT NO. IV OF 1919.

THE BENGAL PRIMARY EDUCATION ACT, 1919.

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THE BENGAL PRIMARY EDUCATION ACT, 1919.

(Published in the "Calcutta Gazette" of the 14th May, 1919.)

An Act to provide for the extension of primary education in Municipalities and in certain other areas in Bengal.

Whereas it is expedient to provide for the extension of primary education in Municipalities and in certain other areas in Bengal.

It is hereby enacted as follows:--

PART I.

Preliminary.

1. (1) This Act may be called the Bengal Primary Education Act, 1919.

   (2) It extends in the first instance to all Municipalities in Bengal:

       Provided that the Local Government may, by a notification published in the Calcutta Gazette, extend the provisions of the Act, with such modifications, for the purposes of adaptation, as they may deem fit, to any area in a Union constituted under section 38 of the Bengal Local Self-Government Act.
of 1885, and may authorize the Union Committee for such area to exercise and perform all or any of the power and duties conferred and imposed on the Commissioners by this Act, subject to such control by the District or Local Board as the Local Government may prescribe.

2. In this Act, unless there is anything repugnant in the subject or context,—

(1) "to attend a recognized primary school" means to be present for instruction at such school for so many and on such days in the year and at such time or times on each day as may be prescribed by the School Committee for such school, subject to the rules and order of the Education Department of the Local Government.

(2) "Commissioners" means the persons for the time being appointed or elected to conduct the affairs of a Municipality;

(3) "guardian" includes a parent or any person who is liable to support, or has the custody of, a boy not being less than six or more than ten years of age;
(4) "Municipality" means Calcutta, as defined in clause (7) of section 3 of the Calcutta Municipal Act, 1899 or any place in which the Bengal Municipal Act, 1884, is in force;

(5) "primary education" means such elementary education as may be prescribed from time to time for primary schools by the Education Department of the Local Government;

(6) "recognised primary school" means a school (or a department of a school) appropriated to primary education and for the time being recognised by the Education Department of the Local Government for the purposes of such education; and

(7) "School Committee" means a committee constituted under section 7.

PART II.

Voluntary Primary Education.

3. Within one year from the commencement of this Act or within such other period as may be prescribed by the Local Government in this behalf, the Commissioners shall submit to the Local Government a detailed statement in such form as may be prescribed by the Local Government, containing the following particulars in respect of the Municipality;--
(a) (i) the number of children, not being less than six or more than eleven years of age, within the Municipality;

(ii) the number of boys, not being less than six or more than ten years of age, therein;

(b) the school accommodation for the staff of, and the attendance at, existing primary schools;

(c) the school accommodation, staff and equipment required if suitable and adequate provision were to be made for the primary education of—

(i) all children referred to in clause (a)(i) likely to attend primary schools voluntarily; and

(ii) all boys referred to in clause (a)(ii);

(d) the manner in which the periods within which it will be possible to provide the necessary school accommodation, staff and equipment referred to in clause (c) under the direct management and control of the Municipality,

(e) the existing expenditure incurred by the Municipality on primary education and the expenditure to be incurred yearly in order to provide such school accommodation, staff and equipment;

(f) the receipts already available, and the income including the probable receipts from any education cess that may in future be levied under section 17, which it may be estimated will be available to meet such expenditure; and

(g) the amount of grant or assistance from the Government which the Commissioners consider would be necessary to enable them to provide for primary education within the Municipality, or any part thereof.
4. The Local Government, after considering the statement required by section 3 and the conditions and resources of the Municipality, and after determining the amount of financial assistance from the Government which may be necessary in order to provide for primary education within the Municipality, may, if satisfied that the Municipality is able to meet the expenditure involved, direct the Commissioners to provide the necessary school accommodation, staff and equipment for all children, not being less than six or more than eleven years of age, to attend primary schools voluntarily within the Municipality and to assume the direct management and control of all such schools.

PART III.
Compulsory Primary Education.

5. The provisions of this Part shall not come into operation until a notification has been issued under section 6, sub-section (2).

6. (1) If, after complying with the directions of the Local Government under section 4, the Commissioners are of opinion that the primary education of all boys, not being less than six or more than ten years of age,
should be made compulsory within the Municipality, or any part thereof, they may apply to the Local Government, in such manner as may be prescribed by rules made by the Local Government, for permission to introduce therein compulsory primary education for such boys.

(2) The Local Government, after considering the application and after determining the financial assistance from the Government which may be necessary to provide for compulsory primary education within the Municipality, shall, if satisfied that the Municipality is able to meet the expenditure involved, grant the permission asked for, and the Commissioners shall thereupon cause a notification to be issued declaring that primary education shall be compulsory for all such boys within the Municipality, or any part thereof, as the case may be.

(3) Every notification issued under this section shall be published in the Calcutta Gazette and in the local newspapers, if any, and shall be posted up at the Municipal office and such other places, as the Commissioners shall deem necessary, specifying the date on and from which primary education shall be compulsory within the Municipality, or any part thereof.
(4) No notification shall be issued by the Commissioners under this section except in pursuance of a resolution passed at a special general meeting convened for the purpose and at which not less than two-thirds of the total number of Commissioners are present.

7. When a notification has been issued in any Municipality under section 6, sub-section (2), the Commissioners shall appoint a School Committee, to be constituted in such manner as may be prescribed by rules made under section 15;

Provided that a Deputy Inspector or a Sub-Inspector of Schools, at least one Commissioner and one more residents of the Municipality, other than a Commissioner, shall be members of the Committee.

8. (1) In every area to which the provisions of this Part apply, it shall be the duty of the guardian of every boy, not being less than six or more than ten years of age, residing within that area to cause such boy to attend a recognized primary school unless, in the opinion of the School Committee, there is a reasonable excuse for his non-attendance.
(2) Any of the following circumstances shall be deemed to be a reasonable excuse within the meaning of this Section:—

(a) that there is no recognized primary school within a distance of one mile, measured by the shortest route, from the residence of the boy which he can attend, and to which the guardian has no reasonable objection to send the boy;

(b) that the boy prevented from attending the school by reason of sickness, infirmity, domestic necessity, the seasonal needs of agriculture or of his being the sole bread-winner of his family;

(c) that the boy is receiving education in some other satisfactory manner.

9. (1) If the School Committee is satisfied that a guardian who is required under section 8 to cause a boy to attend a recognized primary school, has failed to do so, it shall after giving a warning in writing to such guardian, apply to a Magistrate for an order to compel the guardian to enforce the attendance of such boy; and the Magistrate shall fix a day for the hearing of the application and cause notice thereof to be given to such guardian.

(2) On the day fixed for the hearing of the application or on any subsequent day to which it may be adjourned, and after hearing the guardian or his
authorized agent, if present, the Magistrate, if satisfied that the facts alleged in the application are true, may pass an order directing the guardian to cause such boy to attend a recognized primary school from a date to be specified in such order.

10. (1) Any guardian who fails to comply with an order passed under section 9 shall, on conviction before a Magistrate, be liable to a fine not exceeding five rupees and also to a recurring fine not exceeding one rupee, for each day after the first during which he continues so to offend.

(2) No Magistrate shall take cognizance of an offence under this section except on the complaint of the School Committee.

11. No person shall, without the permission of the School Committee, employ any boy, not being less than six or more than ten years of age, who is required to attend a recognised primary school under this Part;

Provided that such permission shall not be necessary if the employement of the boy does not interfere with his attendance at such school.
12. (1) The School Committee may prosecute any person who, after due warning, contravenes the provisions of section 11.

(2) Unless such person satisfies the Magistrate that there is a reasonable excuse, within the meaning of section 8, the time and nature of employment of the boy are such that he is not prevented from attending a recognised primary school, or that the boy was taken into employment under false representations as to age, residence and other conditions such persons shall, on conviction before a Magistrate, be liable to a fine not exceeding twenty rupees.

13. An application to a Magistrate under section 9 or a complaint to a Magistrate under section 10 or section 12, may be made on behalf of the School Committee by such person as may be authorized by the School Committee by general or special order in this behalf.

14. When primary education has been made compulsory in any Municipality, or any part thereof, if a guardian, who is required under the provisions of this Part to cause a boy to attend a recognised primary school, satisfies the School Committee that he
is unable to pay the fees or any part of the fees ordinarily charged in such school, such boy shall be admitted to such school free of charge, or at such reduced fees as the School Committee may determine, for the period during which the guardian is required to cause the boy to attend a recognised primary school.

15. The commissions may, with the previous sanction of the Local Government make rules prescribing--

(a) the manner in which the School Committee shall be constituted, the number of its members, its duties and its mode of transacting business;

(b) the steps which the School Committee may take to secure the attendance of boys at school.

16. The Local Government may, by notification in the Calcutta Gazette, exempt any class of persons or any community, in any area to which this Act extends, from the operation of this Part.

17. (1) If the existing resources of any Municipality including any grant from the Government, are not sufficient to cover the cost of primary education within the Municipality, the Commissioners may, with the previous sanction of the Local Government, impose a tax to be called the "education cess;" and all
amounts derived therefrom shall be solely devoted to the purposes of primary education, whether voluntary or compulsory, within the Municipality.

(2) An education cess shall not be imposed unless the Commissioners by a resolution passed at a special general meeting convened for the purpose and in favor of which two-thirds of the Commissioners have voted, determine to impose such cess.

(3) The education cess shall be levied in such manner as may be prescribed by rules made by the Local Government, and the cess so levied shall be a rate amounting to the sum required, after deducting the Government grant, the school receipts and the receipts from endowments and contributions, to meet the expenditure on primary education, together with ten per cent, above such sum to meet the collection charges and the probable losses due to nonrealization from defaulters.

PART V.
Supplemental.

Power of Local Government to make rules. 18. (1) The Local Government may, after previous publication, make rules to carry out the purposes of this Act.
(2) In particular, and without prejudice to the generality of the foregoing power, the Local Government may make rules prescribing the manner in which--

(a) applications under section 6, sub-section (1), shall be made; and

(b) the education cess shall be levied.

(3) All rules made under this section shall be published in the Calcutta Gazette.

19. All primary schools maintained by the Commissioners within a Municipality, or any part thereof, under the provisions of this Act shall be open to inspection free of any charge by the inspecting officers of the Education Department of the Local Government and such other persons as the Local Government may appoint in this behalf.

20. Every person authorized by the School Committee under section 13 and every officer and servant of the School Committee, shall be deemed to be a public servant within the meaning of section 21 of the Indian Penal Code.

21. When in the opinion of the Local Government, the Commissioners have made default in any of the requirements of Part III of this Act, the Local Government may, after considering any explanation of the
Commissioners, by a notification in the Calcutta Gazette, stating the grounds of such order, cancel any notification which has been issued under section 6, sub-section (1).
APPENDIX II

BENGAL ACT NO. III OF 1921.

THE BENGAL PRIMARY EDUCATION (AMENDMENT) ACT, 1921.

(Published in the "Calcutta Gazette" of the 11th January, 1922.)

An Act to amend the Bengal Primary Education Act, 1919.

Whereas it is expedient to amend the Bengal Primary Education Act, 1919, in the manner hereinafter appearing:

And, whereas, the previous section of the Governor General required by clause (a) of sub-section (3) of section 80A of the Government of India Act has been obtained to the passing of this Act;

It is hereby enacted as follows:--

1. This Act may be called the Bengal Primary Education (Amendment) Act, 1921.

2. In the proviso to section 1 of the Bengal Primary Education Act, 1919.--

(a) after the words and figures "the Bengal Local Self-Government Act of 1885" the words and figures "or under section 5 of the Bengal Village Self-Government Act, 1919," and
(b) after the words "Union Committee" the words "or the Union Board"

shall be inserted.
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THE BENGAL (RURAL) PRIMARY EDUCATION ACT, 1930.

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BENGAL ACT VII OF 1930.

THE BENGAL (RURAL) PRIMARY EDUCATION ACT, 1930.

(Published in the "Calcutta Gazette" of the 22nd January, 1931.)

An Act to provide for the extension of Primary Education in rural areas in Bengal.

(Clauses marked with an asterisk (*) have later been modified or amended. Vide Appendix IV.)

Whereas it is expedient to make better provision for the progressive expansion and for the management and control of primary education in rural areas in Bengal, so as to make it available to all children and with a view to make it compulsory within ten years.

And Whereas the previous sanction of the Governor General under sub-section (3) of section 80A of the Government of India Act has been obtained to the passing of this Act;

It is hereby enacted as follows:--

CHAPTER I.

Preliminary.

1. (1) This Act may be called the Bengal (Rural) Primary Education Act, 1930.

(2) It extends to the whole of Bengal, except the town of Calcutta and any area which has been or
may hereafter be constituted a municipality under the provisions of the Bengal Municipal Act, 1884.

*(3) It shall come into force, in whole or in part, in such districts or parts of district on such dates as the Local Government may, by notification, direct and for this purpose different dates may be appointed for different provisions of this Act and for different districts, or parts of districts.

Explanation.--The words "the town of Calcutta" mean, subject to the inclusion of any local area by notification under section 543 of the Calcutta Municipal Act, 1923, and subject to the provisions of section 147 of the Calcutta Improvement Act, 1911, the area described in Schedule I to the Calcutta Municipal Act, 1923:

Provided that this Act shall not come into force in any cantonment without the previous sanction of the Governor-General in Council.

2. In this Act, unless there is anything repugnant in the subject or context,—

(1) "attendance" at a school means presence for instruction at a primary school for so many and on such days in the year and at such time or times on each day of attendance as may be required by the prescribed educational authority after consulting the Attendance Committee;
(2) "Board" means a District School Board constituted under this Act;

(3) "Child" means a child who is not less than six and not more than eleven years of age or other prescribed age;

(4) "Committee" means the Central Primary Education Committee constituted under this Act;

*(5) "Director of Public Instruction" means the officer designated by this name by the Local Government for the purposes of this Act;

(6) "district" has the same meaning as in section 4 of the Cess Act, 1880;

(7) "District Board" means a District Board constituted under the Bengal Local Self-Government Act of 1885;

(8) "District Inspector of Schools" means the local executive educational officer in charge of primary education in each district responsible to the Director of Public Instruction;

(9) "financial year" means a year beginning on the first day of April;

(10) "guardian" means any person to whom the care, nurture or custody of any child falls by law or by any child has been entrusted by any lawful natural right or recognised usage, or who has of any child or to whom the care or custody of accepted or assumed the care, nurture or custody of any child or to whom the care or custody of any child has been entrusted by any lawful authority;

*(11) "notification" means a notification published in the Calcutta Gazette;
(12) "Panchayat" means a Panchayat appointed under the Village Chaukidari Act, 1870;

(13) "Prescribed" means prescribed by rules made under this Act;

(14) "primary education" means education in such subjects and up to such standards as may be prescribed;

(15) "primary school" means a school or department of a school giving instruction in primary education either managed by the Board or recognised as a primary school under section 54;

(16) "Public management" in relation to a primary school means management by the Government or by a District School Board either directly or through its power of delegation to a Union Board, a Union Committee or a Panchayat; all other management shall be deemed to be "private management";

(17) "subdivision" has the same meaning as in the Code of Criminal Procedure, 1898;

(18) "Union Board" means a Union Board constituted under the Bengal Village Self-Government Act, 1919;

(19) "Union Committee" means a Union Committee constituted under the Bengal Local Self-Government Act of 1885.

CHAPTER II.

The central Primary Education Committee.

*3. A Committee, to be called the Central Primary Education Committee, shall be constituted in the manner hereinafter provided, for the purpose of advising the
Local Government on all matters which may be or are to be referred to it under this Act.

4. (1) The Committees shall be constituted five years at a time and shall consist of the following members, namely:

(a) the Director of Public Instruction, Bengal, ex-officio;

(b) ten members of whom two shall be elected in the prescribed manner from each of the five divisions of the province by the members of the District School Boards of each division, one to be a Muhammadan and the other a Hindu;

(c) five members to be appointed by the Local Government, of whom two shall be representatives of the depressed classes.

*(2) If by such date as the Local Government may fix, any of the electoral bodies referred to in clause (b) of sub-section (1) fails to elect a person to be a member of the Committee, the Local Government shall appoint a suitable person in his place and any person so appointed shall be deemed to be a member as if he had been duly elected by such body.

*(5) The Local Government may refer any matter to the Committee for its opinion, and shall consult the Committee before making an order under section 21, section 22, or section 51, or a notification under section 56, or a rule under section 66.
CHAPTER III.

The District School Board.

6. When this section comes into force in any district the Local Government shall establish for such district a District School Board consisting of the following members, namely:

(a) the District Magistrate, ex-officio;

Provided that, on the expiration, of two terms of four years mentioned in sub-section (2) of section 10 after the first establishment of the Board, the District Magistrate shall cease to be an ex-officio member of the Board;

(b) the Subdivisional Magistrate, ex-officio;

(c) the District Inspector of Schools, ex-officio;

(d) the Chairmen of the Local Boards, ex-officio;

(e) the Chairman and the Vice-Chairman of the District Board, ex-officio;

(f) as many members as there are subdivisions in the district to be elected in the prescribed manner by the members of the District Board;

Provided that the number shall in no case be less than two;

(g) one member of each subdivision to be elected in the prescribed manner by the members of the Union Boards, Union Committee and Panchayats within the subdivision;

Provided that the number shall in no case be less than two;
as many members as there are subdivisions in the district to be appointed by the Local Government;

Provided that the number shall in no case be less than two; and

*(i) one teacher of a primary school to be appointed by the Local Government for the first term of four years referred to in sub-section (2) of section 10 and thereafter to be elected in the prescribed manner by the teachers of primary schools.

Procedure in default of election of members.

*i7. If, by such date as may be fixed by the Local Government--

(i) the members of the District Board do not elect the member referred to in clause (f) of section 6,

(ii) the members of Union Boards, Union Committees and Panchayats do not elect the members referred to in clause (g) of section 6,

*(iii) the teacher of primary schools do not elect the member referred to in clause (i) of section 6, after the expiration of first term of four years mentioned in sub-section (2) of section 10 after the first establishment of the Board,

the Local Government shall appoint suitable persons to be such members, and any persons so appointed shall be deemed to be members as if they have been duly elected by the members of the District Board or of Union Boards, Union Committees and Panchayats, or by the teachers of primary schools as the case may be.
President and Vice-President.

*8. (1) There shall be a president of the Board, who shall, until the expiration of two terms of four years mentioned in sub-section (2) of section 10 after the first establishment of the Board, be a member of the Board appointed in that behalf by the Local Government, and shall thereafter be a member of the Board elected in that behalf by the Board in the prescribed manner and approved by the Local Government.

(2) The Board may from time to time elect, for such period as it thinks fit, one of its members to be Vice-President.

*9. The names of the President, the Vice-President and of the appointed and elected members of the Board or, where the President has been appointed ex-officio or a member is an ex-officio member, the office by virtue of which he has been appointed President or is a member, shall be published by the Local Government in the Calcutta Gazette.

10. (1) The Vice-President and any other appointed or elected member may resign his office by giving notice in writing to the President, and, on such resignation being accepted by the President, shall be deemed to have vacated his office.
(2) Subject to the provisions of this Chapter, the appointed or elected members shall hold office for a term of four years, and may, on the expiration of such term, be re-appointed or re-elected.

(3) Notwithstanding the expiration of the term of four years mentioned in sub-section (2) an appointed or elected member shall continue to hold office until the vacancy caused by the expiration of the said term has been filled.

**11. (1) The Local Government may, by notification, remove a President, Vice-President, or member of the Board if he—**

(a) refuses to act or becomes incapable of acting as a member of the Board;

(b) is declared insolvent;

(c) has been or is convicted of any such offence or has been or is subjected by a court to any such orders as in the opinion of the Local Government implies a defect of character which unfit him to become or to continue to be a President, Vice-President or member of the Board; or

*(d) without excuse sufficient in the opinion of the Local Government, is absent without the consent of the Board from more than six consecutive meetings of the Board.*

*(2) The Local Government may fix a period during which any person so removed shall not be eligible for re-appointment or re-election.*
12. When the place of an appointed or elected member of the Board becomes vacant by his removal, resignation or death, a new member shall be appointed or elected in the manner provided in section 6, and shall hold office so long as the member whose place he fills would have been entitled to hold office if such vacancy had not occurred:

Provided that no act of the Board, or of its officers, shall be deemed to be invalid by reasons only that the number of members of the Board at the time of the performance of such act was less than the number provided by section 3.

13. Members (other than ex-officio members who are Government officers) and the establishment of a Board shall be entitled to travelling allowance of the prescribed amount to be paid in the prescribed manner from the District Primary Education Fund for expenses incurred by them in attending meetings of the Board or in performing any duty assigned to them by the Board for the purposes of this Act.

14. Every Board shall be a body corporate by the name of "the District School Board of (name of district)," shall have perpetual succession and a common
seal, and shall by the said name sue and be sued, with power to acquire and hold property, both movable and immovable, and, subject to the prescribed conditions, to transfer any property held by it and to contract and do all other things necessary for the purposes of this Act.

15. (1) The President, or, in his absence, the Vice-President shall preside at every meeting of the Board, and shall have a second or casting vote in all cases of equality of votes.

(2) In the absence of both the President and Vice-President the members present at any meeting shall elect one of their members to preside who shall have a second or casting vote in all cases of equality of votes.

16. All meetings of the Board shall be open to the public:

Provided that the person presiding may in any particular case, for reasons to be recorded in writing, direct that the public generally or any particular person shall withdraw.

17. No member of the Board shall vote any questions coming before the Board for consideration in which (otherwise than in its general application to all
Duties of President and Vice-President.

18. (1) All orders of the Board shall be carried into effect by the President in whom the entire executive power of the Board shall be vested and who shall be responsible for giving effect to such orders.

(2) The President shall not exercise any power which by this Act is expressly declared to be exercisable by the Board.

(3) The President may authorise the Vice-President by an order in writing to exercise any of the powers conferred or to perform any of the duties imposed on the President by this Act and thereupon the responsibility of the President in respect of such powers and duties shall devolve upon the Vice-President during the continuance of such order.

(4) When the office of President is vacant the Vice-President shall exercise the functions of the President until a new President is appointed.

19. (1) Every Board may make regulations in regard to the following matters, namely:

(i) the time and place of its meetings;

(ii) the manner in which notice of meetings shall be given;
(iii) the conduct of proceedings at meetings;
(iv) the division of duties among the members of the Board;
(v) the appointment, duties and procedure of special committees consisting wholly of members of the Board or partly of such members and partly of residents within the local jurisdiction of the Board;
(vi) the persons by whom receipts may be granted for money paid to the Board;
(vii) the inspection by members of the Board of primary schools situated within its jurisdiction and the inspection of accounts, books, registers, returns, reports and other documents, appertaining to such schools; and
(viii) the carrying out of the purposes of this Act.

(2) Any regulation made under sub-section (1) which is repugnant to the provisions of any rule made under section 66 shall, to the extent of such repugnancy, but not otherwise, be void.

20. The Commissioner of the Division may by order in writing, suspend the execution of any resolution or order of a Board situate within his jurisdiction and prohibit the doing or completion of any act which is about to be done, or is being done within such jurisdiction in pursuance of or under cover of this Act, if in his opinion, the resolution, order or act is in excess of the powers conferred by law.
21. (1)* If at any time it appears to the Local Government that a Board or its President has made default in performing any duty imposed by or under this Act, the Local Government may, by an order in writing, fix a period for the performance of such duty.

(2)* If the duty is not performed within the period so fixed, the Local Government may appoint a person to perform it, and may direct that the expense of performing it shall be paid, within such time as it may fix, to such person by the Board.

(3)* If the expense is not so paid, the Local Government may make an order directing the person having the custody of the District Primary Education Fund to pay to the person appointed under sub-section (2) such expense in priority to any other charge against such fund, and he shall, so far as the funds to the credit of the Board admit, comply with the order of the Local Government.

22. (1)* If at any time it appears to the Local Government that a Board is not competent to perform or persistently makes default in the performance of, the duties imposed upon it by or under this or any other Act, or exceeds or abuses its powers, the Local
Government may, by an order in writing, specifying the reasons for so doing, remove all appointed and elected members of such Board and direct that the vacancies shall thereupon be filled by election in respect of elected members and by appointment in respect of appointed members or that all the vacancies shall be filled by appointment.

(2) From the date of an order under sub-section (1) until the vacancies are filled--

(a) all powers and duties of the Board shall be exercised and performed by, and

(b) all property vested in the Board shall vest in such person, in such manner, as the Local Government may direct.

23. (1) It shall be the duty of every Board--

(a) to prepare and maintain a register showing all primary schools within the district, together with the teachers thereof and their qualifications and the accommodation available therein;

(b) to tabulate such further information and to prepare such plans or maps as may be necessary to enable the Board to frame an estimate of the existing provision for primary education and of the further provision necessary to place primary education within the reach of all children.
(c) to prepare in the prescribed manner schemes for the extension of primary education within the area under the authority of each Union Board, Union Committee or Panchayat;

(d) to arrange, in the prescribed manner, for the opening of additional primary schools and the expansion of existing primary schools with a view to giving effect as funds permit to such schemes;

(e) to maintain all primary schools under public management in the district, except primary schools maintained by Union Boards under the control of the Board;

(f) to construct, repair and manage either directly or through its powers of delegation to Union Boards, Union Committees and Panchayats, all primary schools under public management in the district;

(g) subject to the prescribed conditions, to appoint and fix and pay the salaries of teachers in primary schools;

(h) to grant recognition to schools in accordance with the provisions of section 54 or to withdraw recognition therefrom;

(i) to make grants in the prescribed manner for scholarships and stipends for primary schools;

(j) to consider and pass orders on all applications under section 55 for grants to primary schools under private management;

(k) to make grants to primary schools under private management;

(l) to prepare and transmit to the Director of Public Instruction proposals for increasing the supply of trained and certificated teachers;
(m) to advise upon all matters relating to primary education referred to the Board by the Director of Public Instruction.

(n) subject to the prescribed conditions,—

(i) to grant pensions and gratuities, to,

(ii) to form and manage a provident or annuity fund for,

(iii) to compel contributions to such fund from, and,

(iv) to supplement the contributions to such fund of,

the establishment of the Board and teachers in primary schools.

(2) The register referred to in clause (a) of sub-section (1) shall be maintained and the information referred to in clause (b) thereof shall be tabulated separately for each area under the authority of a Union Board, Union Committee or Panchayat.

24. Every Board shall in each financial year--

(i) frame and transmit to the Director of Public Instruction, by such date and in such form as he may direct, a statement showing for its district--

(a) the names of primary schools under private management for which grants have been sanctioned for that year; and

(b) the amount of the grant which has been sanctioned for each such school;
25. Every Board shall prepare and transmit to the Director of Public Instruction such further reports and statement as may be prescribed.

26. (1) Subject to the prescribed conditions, a Board may appoint such staff of officers and servants other than inspectors as it may consider necessary to carry out its duties under this Act, and may fix and pay salaries to such staff.

(2) Subject to the prescribed conditions, a Board may punish or dismiss members of its staff.

27. The Local Government may, at the request of the President of the Board, acquire, under the provisions of the Land Acquisition Act, 1894, any land required for the purposes of this Act.

"Land" in this section has the same meaning as in clause (a) of section 3 of the Land Acquisition Act, 1894.
28. All buildings or other property, movable or immovable in a district vested in or held by or under the control of a District Board at the date of the commencement of this Act for the purposes of primary education shall, for the purposes of this Act, vest in or be held by or be under the control of the District School Board in that district:

Provided that in the event of a dispute arising whether any building or other property is so vested in or held by or under the control of a District Board at the date of the commencement of this Act, the question shall be referred to the Local Government whose decision thereon shall be final.

CHAPTER IV.

Cess and Tax for Primary Education.

29. (1) In any district or part of a district in which the provisions of this Chapter are in force, all immovable property on which the road and public works cesses are assessed according to the provisions of the Cess Act, 1880, shall be liable to the payment of a primary education cess.

(2) The primary education cess shall be levied at the rate of three and a half pice on each rupee of annual net profits from mines and quarries and at the
rate of five pice on each rupee of annual value of land and if annual net profits from tramways, railways and other immovable property as determined under the Cess Act, 1880.

30. (1) Except as otherwise provided in this Act the primary education cess shall be paid to the same persons in the same manner and at the same time as the road cess and public works cess are paid under the Cess Act, 1880.

(2) Every holder of an estate shall yearly pay to the Collector the entire amount of the primary education cess calculated on the annual value of the lands comprised in such estate at the rate provided in sub-section (2) of section 29 less a deduction to be calculated at one and a half pice for every rupee of the revenue entered in the valuation roll of such estate as payable in respect thereof.

(3) Every holder of a tenure shall yearly pay to the holder of the estate or tenure within which the land held by him is included the entire amount of the primary education cess calculated on the annual value of the land comprised in his tenure at the rate provided in sub-section (2) of section 29 less a deduction to be calculated at one and a half pice for every rupee of the rent payable by him for such tenure.
(4) Every cultivating raiyat shall pay to the person to whom his rent is payable seven-tenths of the said primary education cess calculated at the rate provided in sub-section (2) of section 29 upon the rent payable by him or upon the annual value, as ascertained under the provisions of the Cess Act, 1880, of the land held by him.

31. When the primary education cess is for the first time imposed in any district or part of a district the Collector of the district shall cause a notification to be published and a proclamation to be made in the manner provided by section 40 of the Cess Act, 1880, announcing such imposition, and shall cause to be served on the holder of every estate within the district or part of the district concerned, a notice showing the amount of primary education cess payable in respect of his estate, and specifying the date from which such primary education cess will take effect:

Provided that no defect in the service of such notice shall affect the liability of any person or property to the payment of the primary education cess.
Provisions of Cess Act, 1880, to apply to assessments, etc. of education cess.

Proceeds of cess to be paid into Primary Education Fund.

32. Subject to the provisions of this Chapter, the provision of the Cess Act, 1880, shall apply as far as possible to the assessment, levy, payment and recovery of the primary education cess.

33. The proceeds of the primary education cess in each district shall be paid by the Collector into the District Primary Education Fund of such district.

34. (1) The District Magistrate or one of his subordinate officers shall from time to time examine the assessment list prepared under section 16 of the Village Chaukidari Act, 1870, and shall consider the assessment list made under section 38 of the Bengal Village Self-Government Act, 1919, and, after such inquiry as he considers necessary, shall prepare a list of all persons assessed to pay the chaukidari rate or the union rate, as the case may be, who, in his opinion, have been so assessed wholly or in part in respect to their trade, business or profession.

(2) The District Magistrate shall assess a tax on each of such persons not exceeding rupees one hundred per annum.

(3) The amount of tax so assessed shall be communicated to the Union Board or Panchayat concerned,
and the Union Board or Panchayat shall collect the tax as if it were the union rate or the chaukidari rate.

(4) Any arrears of the said tax may be recovered by any process enforceable for the recovery of an arrear of union rate or chaukidari rate.

(5) The Union Board or Panchayat shall remit the amount of tax realised under this section to the District Magistrate after deducting ten per cent thereof to defray the cost of collection.

(6) The proceeds of the said tax in each district shall be paid by the District Magistrate into the District Primary Education Fund of such district.

35. For the purposes of this Chapter, the expressions "annual value of land," "cultivating raiyat," "estate," "holder of an estate or tenure," "land" and "tenure" have the same meaning as in section 4 of the Cess Act, 1880.

CHAPTER V.

Contribution from Provincial Revenues.

36. In addition to the sums which may be appropriated from the Provincial Revenues in any year for the purposes of primary education, the Local Government shall every year provide a sum of Rs.23,500,000 for expenditure on primary education in rural areas.
CHAPTER VI.

District Primary Education Fund.

37. (1) There shall be formed for each district in which the provisions of this Chapter are in force, a fund to which shall be credited--

(i) all sums granted by the Local Government for the payment of grants to primary education;

(ii) all sums granted by the Local Government for the institution and maintenance of primary schools and for the payment of teachers in primary schools;

(iii) all sums granted by the Local Government for scholarships for children in primary schools;

(iv) the proceeds of the primary education cess levied in the district;

(v) the proceeds of the tax imposed under section 34;

(vi) all income derived from any endowments or other property owned or managed by the Board for the purposes of this Act;

(vii) the amount of all fines and penalties imposed under this Act;

(viii) all sums received by the Board under section 49;

(ix) all school fees, if any, collected in primary schools maintained by the Board;

(x) all other sums of money which may be received by the Board under or for the purposes of this Act;
(2) The District Primary Education Fund shall become vested in the Board, be under its control and shall be held by it in trust for the purposes of this Act.

38. Except as otherwise provided in this Act, the District Primary Education Fund shall be applicable to the following objects in the following order:

Firstly--the payment of any sums which the Board may be liable to pay as interest upon loans raised by it for the purposes of this Act and the formation of a sinking fund when required;

Secondly--the payment of the prescribed percentage of the cost of establishment entertained and expenses incurred by the Collector under section 91 of the Cess Act, 1880;

Thirdly--the indemnification of the Collector with the sanction of the Commissioner of the Division from any of the costs, charges and expenses incurred by him under Chapter IV;

Fourthly--the payment of the cost or the prescribed percentage of the cost of audit;

Fifthly--the payment of salaries to the establishment of the Board and teachers in primary schools and, subject to the prescribed conditions of pensions, gratuities and grants made for supplementing contributions to the provident fund of the establishment of the Board and of teachers in primary schools;

Sixthly--the payment of travelling allowance to members of the Board and its establishment as provided in section 13;

Seventhly--the payment of expenses incurred by the Board in the construction, equipment and maintenance of primary schools; and
Eighthly—generally, the carrying out of the purposes of this Act.

39. (1) All moneys payable to the credit of the District Primary Education Fund shall forthwith be paid into the prescribed bank or Government treasury.

(2) All orders or cheques upon the said Fund shall be signed by the President or by such person as he may authorise in writing in this behalf.

(3)* No money shall be spent from this Fund—

(a) except for the purposes of this Act, and

(b) unless its expenditure is provided for—

(i) in the budget of the Board as approved by the Local Government under sub-section (2) of section 40, or

(ii) by reappropriation in the prescribed manner.

40. (1)* Every Board shall each year prepare in the prescribed form a budget of income and expenditure of the Board for the ensuing financial year, and shall submit it to the Local Government through the Director of Public Instruction on or before the thirtieth day of November.

(2)* The Local Government may either approve of the budget as it stands, or approve of it after making such alterations (if any) as it may think fit or may
cause it to be returned to the Board for such modifications as the Local Government may think necessary, and, when such modifications have been made, the budget shall be re-submitted for approval to the Local Government.

CHAPTER VII.

Audit.

41. Accounts of receipts and expenditures of every Board shall be kept in the prescribed manner and form up to the prescribed day in each year.

42. The accounts of every Board shall be audited and examined at least once in every year by such auditor as may be appointed by the Local Government.

43. A copy of the accounts of every Board, duly made up and balanced shall be deposited in the office of the Board and be open at the prescribed hours to the inspection of all interested persons for fourteen clear days before the audit; and all such persons may take copies or extracts from the same without fee.

44. (1) Before each audit the Board shall, after being informed by the auditor of the proposed date of audit, give at least fourteen days' notice of the time and place at which the audit will be made and of the deposit of its accounts as provided by section 43.
(2) Such notice shall be given by posting outside the office of the Board and in such other way as may be prescribed.

45. (1) For the purpose of any audit the auditor may by order in writing require the production before him of all books, deeds, contracts, accounts, vouchers, receipts and other documents and papers which he may deem necessary and may require any person accountable for or having the custody or control of the same to appear before him at such audit and to make and sign a declaration as to their correctness or to answer any question or prepare and submit any statements relative thereto.

(2) It shall be the duty of the Board to comply with any requisition made by the auditor and to give all reasonable facilities to the auditor to inspect and audit the accounts of the Board.

46. Any person interested in the District Primary Education Fund may make an objection in writing to the accounts before the auditor.

47. (1) The auditor shall disallow any item of expenditure which is contrary to law and shall give a written certificate that the sum so disallowed is due from the person making or authorising the illegal payment.
(2) If any person entrusted with the duty of accounting for the Board fails to bring any sum into account which ought to have been brought into account and by such default any deficiency or loss is caused to the Board the auditor shall give a written certificate that the amount of such deficiency or loss is due from the persons so defaulting.

48. (1) (a) Any person who has made an objection under section 46, if such objection has been overruled by the auditor, and

(b) any person from whom any sum has been certified by the auditor to be due under section 47, may appeal to the Commissioner of the Division against the decision of the auditor within thirty days, and the Commissioner may in appeal give any decision which might have been given by the auditor, and such decision shall be final.

(2) The Commissioner may, in his discretion, order that sums certified to be due under section 47 or sub-section (1) of this section shall not be realised under section 49, and such order shall be final.

49. (1) Every sum certified to be due from any person by an auditor under section 47 or by the Commissioner of the Division under section 48 shall be paid by such person to the District Primary Education Fund,
within fourteen days after the making of the certificate unless, in the case of a certificate by an auditor, an appeal under section 48 is pending.

(2) If payment is not made in accordance with the provisions of sub-section (1)—

(a) in the case of default by a Government servant or member of the establishment of the Board the sum payable shall be recovered, subject to the prescribed conditions, by deduction from his salary bill, and

(b) in the case of default by any other persons the auditor shall forward to the Collector a certificate under his signature specifying the sum payable, and the Collector, on receipt of such certificate, shall proceed to recover the sum as if it were a public demand under the Public Demands Recovery Act, 1913.

50. Within fourteen days after the completion of the audit the auditor shall report on the accounts audited and examined and shall forward such report to the Local Government through the Director of Public Instruction and shall forward a copy of such report to the President of the Board concerned, who shall lay it before the Board.

CHAPTER VIII.

Powers and duties of Union Boards, Union Committees and Panchayats.

*51. Subject to the prescribed conditions, the Board may and shall, if so required by an order of the
Delegation of Boards powers to Union Boards, Union Committees and Panchayats.

Local Government, delegate all or any of its powers of construction, repair, supervision and management of primary schools to Union Boards in areas in which the Bengal Village Self-Government Act, 1919, is in force, and elsewhere to Union Committees or Panchayats, and thereupon such Union Boards, Union Committees, or Panchayats shall, subject to its control, exercise such powers within the area under their authority.

52. For the purposes of this Act every Union Committee constituted under the Bengal Local Self-Government Act of 1885, and every Panchayat appointed under the Village Chaukidari Act, 1870, shall be a body corporate by the name of "the Union Committee of (name of Union)." or, "the Panchayat of (name of village)." as the case may be, and shall have perpetual succession and a common seal, and shall by the said name sue and be sued, with power to acquire and hold property, both movable and immovable and subject to the prescribed conditions, to transfer any property held by it and to contract and to do all other things necessary for the purposes of this Act.

53. Notwithstanding any thing contained in section 18 of the Bengal Village Self-Government Act, 1919, the power of every Union Board to transfer property or to contract shall, for the purposes of this Act, be subject to the prescribed conditions.
CHAPTER IX.
Recognition of and grants to Primary Schools.

54. (1) If the managing authority of any school desires that such school shall be recognised as a primary school under this Act, it shall submit an application in the prescribed form to the Board.

(2) The Board may, subject to the prescribed conditions, by an order in writing, grant such application, conditionally or unconditionally, or refuse or defer the grant of recognition and may also similarly withdraw recognition so granted.

(3) An appeal shall lie in respect of any order passed under sub-section (2) to the Director of Public Instruction or to any officer subordinate to him being above the rank of District Inspector of Schools, to whom he may delegate his power in this behalf in writing.

(4) The Board may, subject to the prescribed conditions, recognise any school in the district as a primary school although no application for recognition has been made by the managing authority of such school under sub-section (1).

55. (1) If the managing authority of any primary school under private management desires that such school shall be granted aid, it shall submit an application in the prescribed form to the Board.
(2) The Board may, subject to the prescribed conditions, by an order in writing, grant such application, conditionally or unconditionally, or refuse or defer the grant of aid.

(3) An appeal shall lie in respect of any order passed under sub-section (2) to the Director of Public Instruction or to any officer subordinate to him, being above the rank of District Inspector of Schools, to whom he may delegate his powers in this behalf in writing.

CHAPTER X.
Compulsory Education.

56. If the Local Government, after consulting the Board concerned, is satisfied that there is adequate provision for primary education in any area for which a Union Board, Union Committee or Panchayat, has been constituted, it may, by notification, declare that primary education shall be compulsory within such area.

57. No fee shall be charged by any primary schools under public management in any area in which primary education has been declared compulsory under section 56 and also from the time the provisions of this Act have been extended and cess imposed in any area, even before primary education be declared compulsory.
58. At the instance of the Board the Local Government may, by notification, exempt from the operation of section 59, section 62 and section 63 any person or class of persons in any area in which primary education has been declared compulsory under section 56.

59. In any area in which primary education has been declared compulsory under section 56 the guardian of every child resident in such area shall, subject to the exceptions specified in section 60, cause such child to attend a primary school.

60. Attendance at a primary school shall not be compulsory on a child if—

1. There is no primary school within two miles or such less distance as may be specified by general or special order of the Board in this behalf from the residence of the child;

2. the child is under eight years of age and there is no primary school within one mile from the residence of the child;

3. the child is prevented from attending the school by sickness, infirmity or other cause declared by a resolution of the Union Board, Union Committee or Panchayat concerned to be a reasonable excuse for non-attendance;

4. the child is receiving instruction in some other manner approved by the prescribed officer;

5. the child has already received instruction in a primary school or otherwise to the satisfaction of the board; or
(6) the Board has declared that, owing to agricultural operations, children residing in the area under the authority of any Union Board, Union Committee or Panchayat within the jurisdiction of the Board shall be exempt from attendance at a primary school for a period to be specified in the declaration.

61. The Union Board, Union Committee or Panchayat concerned shall be responsible for the enforcement of the provisions of section 59, section 62 and section 63 and, subject to the prescribed conditions, shall appoint one or more Attendance Committees for the purpose.

*62. (1)* If an Attendance Committee is satisfied that a guardian has, without reasonable excuse and after receiving a written caution from the Attendance Committee, failed to comply with the provisions of section 59, it shall send a written complaint against the guardian to a Magistrate having jurisdiction.

(2)* The Magistrate, if satisfied that the complaint is well-founded, shall direct the guardian to cause the child in respect of whom the complaint was preferred to attend a primary school regularly from a date to be specified in such direction.

*63. (1) If an Attendance Committee is satisfied that a guardian has without reasonable excuse failed to comply with a direction issued to him under subsection (2) of section 62, it shall sanction his
prosecution, and on conviction by a Magistrate such guardian shall be liable to a fine which may extend to five rupees.

(2) Any person who has on two or more previous occasions been convicted of an offence under this section shall, on further conviction for such offence, be liable to a fine which may extend to fifty rupees.

CHAPTER XI.

Religious Instruction.

64. Subject to the prescribed conditions, provision shall, so far as possible, be made in every primary school for the religious instruction at least once in every week during school hours of every child attending the school in the religion of the guardian of such child:

Provided that, at the request in writing of the guardian of any child such child shall be exempted from such religious instruction.

CHAPTER XII.

Indemnity.

65. No suit, prosecution or legal proceeding whatever shall lie against any person in respect of anything which is in good faith, done or intended to be done under this Act.
66. (1) The Local Government may, after previous publication, make rules for carrying out the purposes of this Act.

(2) In particular, and without prejudice to the generality of the foregoing power, such rules may provide for all or any of the following matters, namely:—

(a) the educational authority referred to in clause (1) of section 2;

(b) the age limit referred to in clause (3) of section 2;

(c) the subject and standards referred to in clause (14) of section 2, and the circumstances in which such subjects may vary in different schools;

(d) the resignation of members, the circumstances in which and the authority by which any member of the Committee may be removed;

(e) the filling of any vacancy in the Committee whether temporary or otherwise;

(f) the regulation of travelling allowances of members of the Committee and of their remuneration, if any;

(g) the appointment of the staff of officers and servants of the Committee and the Board and the pay and allowances of such staff;
(h) the appointment of a President of the Committee and the method of conducting the business of the Committee;

(i) the manner of election of members of the Committee under section 4 and the manner of election of members of the Board under clauses (f), (g) and (i) of section 6;

(j) the manner of election of the President of the Board under sub-section (1) of section 8;

(k) the amount and manner of payment of traveling allowances under section 13;

(l) the conditions subject to which the Board under section 14, the Union Committee and the Panchayat under section 52 and the Union Board under section 53 may transfer property held by them and may contract;

(m) the number of meetings to be held by the Committee and the Board, the number of members who constitute a quorum thereof, the keeping of minutes of the proceedings thereof, the submission of copies of such proceedings of the Committee to the Local Government and of the Board to the Commissioner of the Division, and the preparation and custody of registers and records by such Committee or Board;

(n) the manner of preparing schemes under clause (c) of sub-section (1) of section 23;

(o) the manner of opening additional primary schools and of the expansion of existing primary schools referred to in clause (d) of sub-section (1) of section 23;

(p) the conditions referred to in clause (q) of sub-section (1) of section 23;

(q) the manner of making grants under clause (i) of sub-section (1) of section 23;
(r) the conditions relating to pensions, gratuities and provident or annuity funds referred to in clause (n) of sub-section (1) of section 23 and in clause Fifthly of section 38;

(s) the reports and statements referred to in section 25;

(t) the conditions of appointment, punishment or dismissal of the staff of the Board under section 26;

(u) the percentage of cost of establishments referred to in clause Secondly of section 38;

(v) the percentage of cost of establishments referred to Fourthly of section 38;

(w) the bank or Government treasury referred to in sub-section (1) of section 39;

(x) the manner of reappropriation referred to in sub-section (ii) of clause (b) of sub-section (3) of section 39;

(y) the form of budget prepared by the Board under section 40;

(z) the manner and form of accounting and the day up to which accounts shall be kept under section 41;

(z') the hours for inspection of accounts referred to in section 43;

(z") the procedure of auditors and all matters incidental and ancillary to the audit of accounts;

(z'^) the manner of giving notice under sub-section (2) of section 44;

(z^4) the conditions of recovery of sums under clause (a) of sub-section (2) of section 49;
(z⁵) the conditions of the delegation of powers by the Board to Union Boards, Union Committees and Panchayats under section 51;

(z⁶) the form of application for, and the conditions of grant of, withdrawal of, recognition under section 54;

(z⁷) the form of application for, and the conditions of grant of, aid under section 55;

(z⁸) the officer referred to in clause (4) of section 60;

(z⁹) the conditions of appointment of an Attendance Committee under section 61; and

(z¹⁰) the conditions of provision for religious instruction under section 64.

CHAPTER XIV.

Repeals and Amendments.

67. The enactments specified in the Schedule shall be repealed or amended to the extent and in the manner mentioned in the fourth column thereof.
THE SCHEDULE

Enactments repealed or amended

(See Clause 67)

<table>
<thead>
<tr>
<th>Year</th>
<th>No.</th>
<th>Short Title</th>
<th>Extent of repeal or amendment</th>
</tr>
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</table>
| 1885 | III | The Bengal Local Self-Government Act of 1885 | 1. In section 62 the words "Primary and" shall be omitted.  
2. In clause (a) of section 63 after the words "Clause of schools" the words "except primary schools recognised under section 54 of the Bengal (Rural) Primary Education Act, 1930," shall be inserted.  
3. In clause (a) of section 65 after the words "class of schools" the words "except primary schools recognised under section 54 of the Bengal (Rural) Primary Education Act, 1930," shall be inserted.  
4. Section 112 shall be repealed.  
5. In clause (q) of section 138 the words "primary schools and" shall be omitted, and for the words and figures "section 113" shall be substituted. |
| 1919 | IV  | The Bengal Primary Education Act, 1919. | The proviso to sub-section (2) of section 1 shall be repealed. |
| 1919 | V   | The Bengal Village Self-Government Act, 1919. | 1. In section 32 the words "Primary school or" and "primary schools or" where they occur shall be omitted.  
2. After section 32 the following shall be inserted, namely:  
"32A. Subject to the provisions of The Bengal (Rural) Primary Education Act, 1930, and to the control of the District School Board constituted under that Act, the Union Board may establish primary schools or assume charge of existing primary schools and shall repair, maintain and manage any primary schools under its charge.  
3. In clause (j) of sub-section (2) of section 101 the words "schools and" shall be omitted. |
APPENDIX IV.

EXTRACTS FROM THE BENGAL (RURAL) PRIMARY EDUCATION ACT 1930
AS MODIFIED UP TO 30 AUGUST 1940 AND AMENDED BY EAST BENGAL
ACT XX OF 1951.

1. (3) It shall come into force, in whole or in part, in such
districts or parts of districts on such dates as the (Provincial
Government) may, by notification, direct and for this purpose differ­
et dates may be appointed for different provisions of this Act and
for different districts, or parts of districts.

2. (5) "Director of Public Instruction" means the officer de­
signed by this name by the (Provincial Government) for the purposes
of this Act;

(11) "notification" means a notification published in the
Official Gazette;

(20) "Union", "Union bench", "Circle Officer", and "Union
rate" shall have the same meaning as in the Bengal Village Self­
Government Act, 1919.

3. A Committee, to be called the Central Primary Education
Committee, shall be constituted in the manner hereinafter provided,
for the purpose of advising the (Provincial Government) on all matters
which may be or are to be referred to it under this Act.

4. (2) If by such date as the Provincial Government may fix,
any of the electoral bodies referred to in clause (b) of sub-section
(1) fails to elect a person to be a member of the Committee, the
Provincial Government shall appoint a suitable person in his place and any person so appointed shall be deemed to be a member as if he had been duly elected by such body.

5. The Provincial Government may refer any matter to the Committee for its opinion, and shall consult the Committee before making an order under section 21, section 22, or section 51, or a notification under section 56, or a rule under section 66.

6. When this section comes into force in any district the Provincial Government shall establish for such district a District School Board consisting of the following members, namely:—

6. (1) one teacher of a primary school to be appointed by the Provincial Government for the first term of four years referred to in sub-section (2) of section 10 and thereafter to be elected in the prescribed manner by the teachers of primary schools.

7. If, by such date as may be fixed by the Provincial Government

(i) the members of the District Board do not elect the members referred to in clause (f) of section 6,

(ii) the members of Union Boards, Union Committees and Panchayats do not elect the members referred to in clause (g) of section 6,

(iii) the teachers of primary schools do not elect the member referred to in clause (i) of section 6, after the expiration of first term of four years mentioned in
sub-section (2) of section 10 after the first establishment of the Board, the Provincial Government shall appoint suitable persons to be such members, and any person so appointed shall be deemed to be members as if they had been duly elected by the members of the District Board or of Union Boards, Union Committees and Panchayats, or by the teachers of primary schools, as the case may be.

11. (1) The Provincial Government may, by notification, remove a President, Vice-President, or member of the Board if he:

11. (d) without excuse sufficient in the opinion of the Provincial Government is absent without the consent of the Board from more than six consecutive meetings of the Board.

(2) The Provincial Government may fix a period during which any person so removed shall not be eligible for re-appointment or re-election.

21. (1) If at any time it appears to the Provincial Government that a Board or its President has made default in performing any duty imposed by or under this Act, the Provincial Government may, by an order in writing, fix a period for the performance of such duty.

21. (2) If the duty is not performed within the period so fixed, the Provincial Government may appoint a person to perform it,
and may direct that the expense of performing it shall be paid, within such time as it may fix, to such person by the Board.

21. (3) If the expense is not so paid, the Provincial Government may make an order directing the person having the custody of the District Primary Education Fund to pay the person appointed under sub-section (2) such expense in priority to any other charges against such fund, and he shall, so far as the funds to the credit of the Board admit, comply with the order of the Provincial Government.

22. (1) If at any time it appears to the Provincial Government that a Board is not competent to perform or persistently makes default in the performance of, the duties imposed upon it by or under this or any other Act, or exceeds or abuses its powers, the Provincial Government may, by an order in writing, specifying the reasons for so doing, remove all appointed and elected members of such Board and direct that the vacancies shall thereupon be filled by election in respect of elected members and by appointment in respect of appointed members or that all the vacancies shall be filled by appointment.

22. (1) (b) all property vested in the Board shall vest in, such person, in such manner, as the Provincial Government may direct.

36. In addition to the sums which may be appropriated from the provincial revenues in any year for the purposes of primary education, the Provincial Government shall every year provide a sum of twenty-three lakhs and fifty thousand rupees for expenditure on primary education in rural areas.
Clause 39(c) has been deleted.

40. (1) Every Board shall each year, prepare in the prescribed form a budget of income and expenditure of the Board for the ensuing financial year, and shall submit it to the Provincial Government through the Director of Public Instruction on or before the thirtieth day of November.

40. (2) The Provincial Government may either approve of the budget as it stands, or approve of it after making such alterations (if any) as it may think fit or may cause it to be returned to the Board for such modifications as the Provincial Government may think necessary, and, when such modifications have been made, the budget shall be re-submitted for approval to the Provincial Government.

51. Subject to the prescribed conditions, the Board may and shall, if so required by an order of the Provincial Government delegate all or any of its powers of construction, repair, supervision and management of primary schools to Union Boards in areas in which the Bengal Village Self-Government Act, 1919, is in force, and elsewhere to Union Committees or Panchayats, and thereupon such Union Boards, Union Committees, or Panchayats, shall subject to its control, exercise such powers within the area under their authority.

56. If the Provincial Government, after consulting the Board concerned, is satisfied that there is adequate provision for primary education in any area for which a Union Board, Union Committee or Panchayat, has been constituted, it may, by notification, declare that primary education shall be compulsory within such area.
58. At the instance of the Board the Provincial Government may, by notification, exempt from the operation of section 59, section 62 and section 63 any person or class of persons in any area in which primary education has been declared compulsory under section 56.

62. (1) If an Attendance Committee is satisfied that a guardian has, without reasonable excuse and after receiving a written caution from the Attendance Committee, failed to comply with the provisions of section 59, it shall send a written complaint against the guardian to a Magistrate or in any area to which Chapter XA applies, Union bench, or if there is no Union bench, the Circle Officer having jurisdiction.

62. (2) The Magistrate or in any area to which Chapter XA applies, the Union bench, or if there is no Union bench, the Circle Officer, if satisfied that the complaint is well-founded, shall direct the guardian to cause the child in respect of whom the complaint was preferred to attend a primary school regularly from a date to be specified in such direction.

63A. (1) Notwithstanding anything to the contrary contained in the foregoing sections or any other law for the time being in force, the Provincial Government may, by notification, exclude any Union or any other area from the control and jurisdiction of the Board for the purpose of introducing free and compulsory primary education in the excluded union or other area under its direct control.
63A. (2) The Provincial Government may, in respect of any union or other area excluded under sub-section (1), make proportionate deduction from all grants and proceeds of education cess payable to the District School Board.

63B. (1) The proceeds of the education-tax leviable under clause (c) of section 37 of the Bengal Village Self-Government Act, 1919, shall be credited into a Union Primary Education Fund to be administered by an authority to be appointed by the Government in this behalf in accordance with the prescribed rules. The fund shall be spent on the maintenance of the building and equipment of primary schools. Any contribution and donations which may be made for the aforesaid purpose shall also be credited to the Fund.

63B. (2) In case of default on the part of the authority appointed by the Government in accordance with the provisions of the foregoing sub-section to maintain the buildings and equipment of the primary schools within the jurisdiction in a satisfactory condition, the District Magistrate may appoint such person or persons as he may consider necessary to carry out the repairs to the buildings and equipment or the replacement of worn-out equipment to his satisfaction and realise the cost thereof from the balance at the credit of the Union Primary Education Fund or by collection of any outstanding portion of the education-tax or, if the amount so collected is insufficient, by the imposition and collection of a supplementary assessment. The person or persons so appointed shall exercise all
the powers vested in the Union Board for the assessment and collection of the union rate. The balance of any amount so raised shall be credited to the Union Primary Education Fund.
APPENDIX V.

EXTRACTS FROM THE PUNJAB PRIMARY EDUCATION ACT, 1940

Whereas it is expedient to make better provision for primary education and for the compulsory attendance of children at primary schools: It is hereby enacted as follows:—

Part I

1. (1) This Act may be called the Punjab Primary Education Act, 1940.

(2) It shall become into force on such date as may be notified in this behalf by the Provincial Government.

(3) Part I and part IV of this Act shall extend to the whole of the Punjab except to such areas as are subject to the provisions of the Cantonments Act, 1924. Part II and part III of this Act will extend only to those local areas to which they may be applied in accordance with the provisions of part I.

2. In this Act, unless there is something repugnant in the subject or context:—

(a) "compulsory scholar" means any boy or girl whose guardian is required by section 8 or section 16 to cause his or her attendance at a recognised school;

(b) "Director" means the Director of Public Instruction, Punjab, or any officer authorised by him for the purpose of this Act;
(d) "guardian" means any person to whom the care, nurture or custody of any child falls by law, or by natural right or recognised usage, or who has accepted or assumed the care, nurture or custody of any child, or to whom the care or custody of any child has been entrusted by any lawful authority;

(e) "prescribed" means prescribed by rules made under this Act;

(f) "primary course" and "primary education" means such course or education as may by notification be prescribed;

(g) "recognised school" means a school or a department of a school recognised by the Director as suitable for imparting primary education, and

(h) "school age" means in the case of boys, an age which is not under 6 and over 12 years, and in the case of girls, an age which is not under 6 and not over 11 years.

3. (1) Any local authority may, by a resolution passed at a meeting convened for the purpose and supported by the votes of not less than two-thirds of the members present, resolve that primary education shall be compulsory within the whole of a specified part of the local area under its jurisdiction.

(i) for all boys of school age, or

(ii) for all boys of school age who have for such period as may be prescribed attended a recognised school, or

(iii) for all girls of school age, or

(iv) for all girls of school age who have, for such period as may be prescribed, attended a recognised school.

(2) When a resolution has been passed under subsection (i), the local authority shall publish it in such manner as may be
prescribed and any person likely to be affected thereby may, within thirty days from the publication of the resolution submit an objection in writing to the local authority.

(3) The local authority shall at the expiry of the above period, after considering the objections, if any, and recording its opinion thereon at a meeting convened for this purpose, forward the resolution and the objections, if any, with its opinion to the Government.

(4) The local authority shall at the same time submit to Government a statement showing the school accommodation, equipment and the educational staff required and the amount or part of the expenditure thereon which it is prepared to supply.

4. (1) Whether or not a proposal under section 3, has been received, Government may at any time direct that part II or part III of this Act, or both shall come into force in all or any of the areas to which this part applies, with reference to any of the classes of compulsory scholars mentioned in sub-section (1) of section 3, and may cancel or suspend the operation of any such direction.

(2) Every direction under sub-section (1) shall be notified in the Gazette and also published in such areas and in such manner as may be prescribed.

5. Government may by notification exempt particular classes or communities in any area or areas from the operation of this Act.
6. No proceedings, civil or criminal, shall lie against any person in respect of anything which is in good faith done or pur­ported to have been done under this Act.

7. Persons constituting a school attendance authority under section 14 and any person duly authorised by any rule made under this Act to initiate prosecutions under this Act shall be deemed to be public servants within the meaning of section 21 of the Indian Penal Code, 1861.

PART II

8. (1) In every area to which this part is applied, it shall be the duty of the guardian of any boy of school age residing within such area, and belonging to any class specified in the direction issued under section 4, to cause such boy to attend a recognised school unless there be a reasonable excuse for his non-attendance;

Provided that no boy who has completed the primary course or a course recognised by Government as equivalent thereto shall be re­quired so to attend.

(2) The local authority, subject to the approval of Govern­ment, shall prescribe the days in each month and the hours in each day for which any such boy will be required to attend such school and no such boy shall be deemed to have attended such school within the meaning of this section unless he has attended for the days and the hours so prescribed.
9. A reasonable excuse for non-attendance shall include:—

(a) that there is no recognised school within a distance of two miles by the nearest route from the residence of the boy; or

(b) that there is no recognised school within a distance of two miles by the nearest route from the residence of the boy except a school in which any religious observance or instruction of a nature not approved by the guardian is compulsory; or

(c) that the boy is receiving instruction in some other manner declared to be satisfactory by the prescribed authority; or

(d) that the boy has been granted temporary leave of absence from school for sickness or other sufficient reason in accordance with the rules made under this Act; or

(e) that the boy is unfit to attend school by reason of some physical or mental defect; or

(f) that the boy is over eleven years of age at the time at which he would become compulsorily liable to attend school.

10. The local authority of every area to which this part is applied shall maintain, out of funds available for the purpose including any Government grant, such school accommodation and equipment and shall employ such educational staff as the Director may require.

11. The local authority of any area to which this part is applied shall charge no fees for the attendance of a compulsory scholar in any recognised school maintained by itself, and shall if so required by the authorities of any other recognised school within its local area not maintained wholly out of provincial revenues or
local funds, and which does not charge fees for compulsory scholars, meet from its own funds such sum for each such scholar as may be fixed by the Director.

12. Any guardian who fails to comply with the provisions of section 8 after receiving due warning as hereinafter provided shall, on conviction by a magistrate, be punishable with a fine not exceeding fifteen rupees.

13. Any person, other than the guardian of a compulsory scholar, who after receiving due warning as hereinafter provided, continues to employ such scholar during the prescribed hours of attendance at school, whether for remuneration or not, shall, on conviction by a magistrate, be punishable with a fine not exceeding twenty-five rupees.

14. Government may appoint or may delegate to the local authority of any area to which this part is applied the power to appoint some person or body of persons to act as a school attendance authority for that area or any part of that area and any costs so incurred shall be a charge on the funds of such local authority.

15. Whenever the school attendance authority has reason to believe that the guardian of a compulsory scholar is not causing the scholar to attend school in accordance with the provisions of this Act, or that any person is employing a compulsory scholar during the prescribed hours of attendance at school, it shall warn him in such manner as may be prescribed to cause such scholar to attend school or to discontinue the employment of such scholar, as the case may be, within one week after the receipt of such warning.
PART III

16. (1) In every area to which this part is applied, it shall be the duty of the guardian of any girl of school age residing within such area and belonging to any class specified in the direction issued under section 4, to cause such girl to attend a recognised school for primary education unless there be a reasonable excuse for her non-attendance.

Provided that no girl who has completed the primary course or a course recognised by Government as equivalent to that standard shall be required to attend such recognised school.

(2) The local authority, subject to the approval of Government shall prescribe the days in each month and the hours in each day for which any such girl shall be required to attend such school and no such girl shall be deemed to have attended such school within the meaning of this section unless she has attended for the days and the hours so prescribed.

17. A reasonable excuse for non-attendance shall include:—

(a) that there is no recognised school exclusively for girls at the place where compulsion has been introduced;

(b) that there is no recognised school except a school in which any religious observance or instruction of a nature not approved by the guardian is compulsory; or
(c) that the girl is receiving instruction in some other manner declared to be satisfactory by the prescribed authority; or

(d) that the girl has been granted temporary leave of absence from school for sickness or other sufficient reason in accordance with rules made under this act; or

(e) that the girl is unfit to attend school by reason of some physical or mental defect; or

(f) that the girl is over ten years of age at the time at which she would become compulsorily liable to attend school.

18. Any guardian who fails to comply with the provisions of section 16 after receiving due warning as hereinafter provided shall, on conviction by a magistrate, be punishable with a fine not exceeding fifteen rupees.

19. Any person, other than the guardian of a compulsory scholar, who after receiving due warning as hereinafter provided, continues to employ such scholar during the prescribed hours of attendance at school, whether for remuneration or not, shall, on conviction by a magistrate, be punishable with a fine not exceeding twenty-five rupees.

20. The provisions of sections 10, 11, 14 and 15 shall apply to any area to which this part of the Act is applied.
APPENDIX VI.

EXTRACTS FROM SIND ACT NO. XXVII OF 1947

1. (1) This Act may be called the Sind Primary Education Act, 1947.

(2) It extends to the whole of the Province.

(3) It shall come into force on such date as the Provincial Government may, by notification in the Official Gazette, appoint.

2. In this Act, unless there is anything repugnant in the subject or context:—

(1) "Administrative Officer" means an officer appointed under section 12 and includes a Deputy Educational Inspector;

(2) "Advisory Committee" means a committee appointed under section 5;

(3) "approved school" means a school or part of a school which is maintained by the Provincial Government or is for the time being approved for the purpose of this Act by the Director or any other officer empowered by the Provincial Government in this behalf, or by the Provincial Government, on appeal from a decision of the Director or such officer refusing approval, and includes a Mulla School recognised by the Education Department;

(4) "area of compulsion" means the area in which elementary or primary education, as the case may be, is compulsory;

(5) "to attend an approved school" means to be present for instruction at such school on such days and at such time and for such periods of each day as may, subject to any directions of the Provincial Government from time to time, be required by the Director;
(6) "child" means a child whose age at the beginning of the school year is not less than five and whose age is, with reference to "elementary education" not more than twelve and with reference to "primary education" not more than fourteen years;

(7) "City of Karachi" means the City of Karachi as defined in the City of Karachi Municipal Act, 1933;

(8) "Corporation" means the Municipal Corporation of the City of Karachi;

(9) "Director" means the Director of Public Instruction for the Province;

(10) "district" means a district as for the time being constituted under the Bombay Land Revenue Code, 1879, and includes the City of Karachi;

(11) "elementary education" means the education from time to time imparted in infant classes and primary standards I to IV inclusive as prescribed under section 18.

(12) "local authority" means a district local board or a municipality and includes the Corporation;

(13) "parent" includes a guardian or any person who has the custody of a child;

(14) "prescribed" means prescribed by rules made under this Act;

(15) "primary education" means the education from time to time imparted in infant classes and primary standards I to VII inclusive as prescribed under section 18;

(16) "Province" means the Province of Sind;

(17) "school board" means a school board constituted under the Bombay Primary Education Act, 1923.

3. Notwithstanding anything contained in any law for the time being in force, as from the commencement of this Act, primary
education in the Province shall be under the control of the Provincial Government and all rights, authority and jurisdiction heretofore exercised by, or vested in, a local authority or any other authority in respect of primary education shall vest in and be exercised by the Provincial Government except in so far as may be otherwise provided by or under this Act, or as may be otherwise directed by the Provincial Government.

4. (1) There shall be a Provincial Board of Primary Education (hereinafter called the said Board) consisting of twelve members and constituted as follows:

(a) the Minister-in-Charge of Education for the time being in the Province, ex-officio;

(b) the Director, ex-officio;

c) four members elected in the manner prescribed by the elected members of Advisory Committee;

d) six members, of whom one shall be a woman, nominated by the Provincial Government.

(2) The elected members of the said Board shall be persons having any of the following qualifications:

(a) a graduate of seven years standing of any recognised University;

(b) a professor who has served for a period of five years in a recognised college in the Province;

(c) a Head-master who has served as such for ten years in any recognised secondary school in the Province or a Deputy Educational Inspector or an Assistant Educational Inspector who has served in the Educational Department for not less than five years or a retired Administrative officer;
(d) the President of a local authority;

(e) the ex-President of an Advisory Committee for a district or an ex-President of a local authority who has held such office for not less than three years and who was not at any time removed from such office.

Explanation: For the purpose of this sub-section the expression "recognised" shall mean recognised by the Provincial Government in this behalf.

(3) The members of the said Board, other than the ex-officio members, shall hold office for a period of three years.

(4) The Minister-in-Charge of Education for the time being in the province shall be the ex-officio Chairman of the said Board and the Director shall be the ex-officio Secretary to the said Board. The said Board shall elect from among its members in the manner prescribed a Vice-Chairman.

(5) The powers and duties of the said Board shall be as follows, namely:--

(a) to examine and recommend schemes for the organization, co-ordination and expansion of primary education and for the co-relation of primary education with the system of education as a whole in the Province.

(b) to make recommendations and to advise the Provincial Government in respect of:--

(i) the inclusion in the curriculum of primary education of suitable courses of practical instructions;

(ii) the instruction of children of any age receiving primary education in experimental science, modelling, nature study, manual training and prevocational work, including household science;
(iii) the physical and moral training of children of any age receiving primary education;

(iv) the pay and conditions of service of teaching, supervising, clerical and inferior staff and the administration and management of primary schools;

(v) the supply of books, slates and other articles of indigent children of any age receiving primary education;

(vi) the prescribing of prevocational courses as a part of higher primary education;

(c) to advise the Provincial Government generally on all matters connected with primary education.

(d) the said Board shall exercise such other powers and perform such other duties in connection with primary education as may be prescribed under this Act or by or under any other law for the time being in force.

(e) Casual vacancies during any term of the said Board shall be filled for the remaining period by election or nomination, as the case may be.

5. (1) The Provincial Government shall constitute for every district an Advisory Committee consisting of such number of members and possessing such qualifications as the Provincial Government may prescribe.

(2) Every local authority having jurisdiction within the district shall be entitled to elect such number of persons as may be prescribed to represent it on the Advisory Committee:
Provided that the number of members elected by all the local authorities within the district shall be one-third of the total number of members of the Advisory Committee.

(3) The remaining members of the Advisory Committee shall be appointed by the Provincial Government.

(4) The names of all the members of an Advisory Committee shall be notified in the Official Gazette.

6. (1) Every Advisory Committee shall elect a President and a Vice-President from among its members.

(2) The President or Vice-President shall cease to hold office at the expiry of the term of his membership of the Advisory Committee.

(3) The Administrative Officer or, where there is more than one Administrative Officer, in the District, such one of them as may be appointed by the Provincial Government shall be the Secretary of the Advisory Committee.

7. Every person elected or appointed to be a member of an Advisory Committee shall hold office for a period of three years from the date on which his name is notified in the Official Gazette:

12. The Provincial Government shall appoint for every district one or more Administrative Officers. Where there is more than one Administrative Officer in a district, the Provincial Government shall allot to each Administrative Officer an area in the district within
which such Administrative Officer should exercise the powers con-
ferred upon an Administrative Officer by or under this Act.

13. (1) The Provincial Government may appoint such Supervisors
under an Administrative Officer as may in its opinion be necessary to
inspect approved schools.

(2) The Provincial Government may also appoint such number
of Accountants and other staff as may be necessary.

14. There shall be an Inspectress of Girls Schools for the
Province.

15. (1) The Provincial Government may by means of a scheme
sanctioned by it and containing the prescribed particulars, introduce
compulsory elementary or primary education in the whole of the Pro-
vince or in any district or part of a district.

(2) The Provincial Government may, from time to time, modify
a scheme sanctioned under sub-section (1).

(3) Where compulsory elementary or primary education has
been introduced in any area in the Province under the Bombay Primary
Education Act, 1923, it shall be deemed to have been introduced under
this section.

16. The Provincial Government may as and when necessity arises
in the case of children of either sex or both sexes, provide elemen-
tary or primary education on voluntary basis in any area in the
Province in which a scheme for compulsory elementary or primary educa-
tion referred to in the preceding section has not been enforced.
19. (1) In every area of compulsion the parent of every child to whom a scheme applies shall in the absence of a reasonable excuse as hereinafter provided and if such parent and child ordinarily reside in such area, cause such child to attend an approved school in such area until the child has passed the fourth standard vernacular.

(2) In any other area the parent of every male child who has joined an approved school shall, in the absence of a reasonable excuse as hereinafter provided cause such child to attend such school or any other approved school until the child has passed the fourth standard vernacular or has reached the age of twelve, whichever is earlier.

20. A parent shall be deemed to have a reasonable excuse for failure to cause a child to attend an approved school in any of the following cases:

(a) Where the child is prevented from attending school by sickness, infirmity or other unavoidable cause;

(b) where the child is receiving, otherwise than in an approved school, instruction which in the opinion of the Director or any officer subordinate to him and authorised by him in this behalf, is efficient, or has received from the Director or such officer a certificate of having already completed his elementary or primary education as the case may be;

(c) where there is no approved school within a distance to be fixed by the Provincial Government and measured according to the nearest road, from the residence of the child;

(d) where after due application, entrance to an approved school has been refused to the child and there is no other approved school to which he can
be admitted within the distance fixed under clause (c) until such time as the parent is notified that the child can be admitted;

(e) where there is no approved school in the locality in which instruction is given in the language of the child;

(f) where there is no approved school in the locality to which the parent can send the child without exposing it to religious instruction to which the parent objects;

(g) where the Director or any officer subordinate to him and authorised by him in this behalf is satisfied that by reason of the child's mental incapacity, it is not desirable that the child should be compelled to prosecute his studies further.

21. Where the Director or any officer subordinate to him and authorised by him in this behalf is satisfied that the parent of any child who is bound under the provisions of section 18 to cause such child to attend an approved school, has failed to do so, the Director or such officer, after giving the parent an opportunity of being heard and after such enquiry as he considers necessary, may pass an order directing the parent to cause such child to attend an approved school on and from a date which shall be specified in the order.

22. (1) Any parent against whom an order with reference to a child has been passed under section 21 and who fails to comply with the provisions of section 19 with respect to such child on and after the date specified in such order shall, if he resides in a town or village where there is a magistrate, on conviction by such magistrate, and, if he resides elsewhere on conviction by a revenue officer or other person empowered in this behalf by the District Magistrate, be
liable to a fine not exceeding twenty rupees and, if such failure continues after such conviction, he shall also on conviction by such magistrate, officer or person be liable to a fine of one rupee for every day that the failure continues or is repeated.

(2) No magistrate, officer or person shall take cognizance of an offence under sub-section (1) except on the complaint of the officer who passed the order under section 21 or any other person authorised by such officer in this behalf.

23. (1) Whoever knowingly takes into his employment, either on his own behalf or on behalf of any other person, any child in respect of whom the provisions of section 19 apply, so as to interfere with the efficient instruction of such child, shall, on conviction before a magistrate, be liable to a fine not exceeding fifty rupees.

(2) No court shall take cognizance of an offence under this section except on a complaint in writing of an Administrative Officer or any other person authorised by him in this behalf:

Provided that no such complaint shall be made against any person unless the Administrative Officer or a person authorised by him in this behalf has given to such person a warning and the warning has proved ineffective:

Provided further that no such warning may be given to any such person who has been previously convicted in respect of the same child.

24. An appeal from a conviction under section 22 by a person referred to therein shall lie to the nearest magistrate having jurisdiction in the town or village where the parent resides.
25. On the commencement of this Act:—

(a) all primary school teachers and other staff employed by a local authority in connection with primary education shall be taken over and employed by the Provincial Government on such terms and conditions as to pay, pensions and contribution to Provident Fund (which shall not be less favourable than the terms and conditions on which such persons were employed by the local authority) as the Provincial Government may determine;

(b) the existing and future rights, liabilities, duties and powers of a local authority or a School Board in respect of such teachers and other staff shall vest in, and be exercised or performed by the Provincial Government; and

(c) all school boards shall stand dissolved and the primary education fund of all local authorities and all property and assets of a local authority or a school board shall vest in His Majesty for the purposes of the Government of the Province.

26. (1) Notwithstanding anything contained in the Bombay Local Boards Act, 1923, out of the proceeds of the cess levied in the district under section 93 of that Act, the district local board shall contribute towards the cost of enforcing the provisions of this Act in the area within its jurisdiction,

(a) where the cess is levied at a rate of two annas per rupee, an amount equivalent to one-third of the net proceeds of the cess realised in the district;

(b) where the cess is levied at a rate lower than two annas per rupee, a sum equivalent to one-third of the amount of the cess which would have been realised in the district if the cess had been levied at the rate of two annas per rupee, and

the Provincial Government shall appropriate the amount of such contribution from the proceeds of the cess collected by it.
(2) The Corporation shall make an annual contribution towards the expenses of enforcing the provisions of this Act calculated at such rate not exceeding rupees two and annas eight per capita, as the Provincial Government may from time to time by an order determine, of the population of the City of Karachi.

(3) A municipality other than the Corporation shall make an annual contribution towards the expenses of enforcing the provisions of this Act calculated at such rate not exceeding rupees two per capita, as the Provincial Government may from time to time by an order determine, of the population of the municipal district or the municipal borough, as the case may be.

(4) The population of an area referred to in sub-sections (2) and (3) as determined under the latest census taken under any law for the time being in force, shall be deemed to be its population for the purposes of the said sub-sections.

27. The Provincial Government may, by notification in the Official Gazette, exempt children of either sex of any particular class or community from the operation of this Act.

28. If the Corporation or a municipality fails to make the annual contribution referred to in sub-section (2) and (3) of section 26, the Collector of the district may make an order directing any person, who, for the time being, has custody of any moneys on behalf of the local authority, as its officer, treasurer, banker or
otherwise, to pay such contribution from such moneys as he may have in his hands or may, from time to time, receive, and such person shall be bound to obey such order.
APPENDIX VII

A NOTE ON THE MAP OF PAKISTAN

There are two main difficulties in drawing the map of Pakistan. First, the Eastern and Western wings of Pakistan are separated by a thousand miles of foreign territory. As a result some cartographers always draw the full map of the country in between the two Wings. The map of Pakistan should stand by itself without showing the unnecessary boundaries of neighboring countries. Second, certain territories are in dispute between Pakistan and India, particularly the State of Jammu and Kashmir. The dispute has been pending before the United Nations since 1948. According to the Statesman's Yearbook, 1961-1962, "between one-third and one-half of Kashmir" is Azad (Free) Kashmir on the Pakastani side of the cease-fire line and the rest is under Indian occupation.

India has throughout followed one shrewd policy of showing the whole disputed State of Jammu and Kashmir, including, the large liberated portions, as an integral part of India's territory. Pakistani agencies have not followed one policy as to whether to include or exclude Kashmir in the map of Pakistan. However, most of the maps drawn by Pakistani's exclude Kashmir from Pakistan, or show the entire state as 'disputed,' often in the same color as used for India.
Perhaps, due to this honesty on the part of Pakistan and due to the consistent shrewdness of India, the majority of the world cartographers, encyclopedias, and atlases, show the disputed State of Jammu and Kashmir as an integral part of Indian territory exactly on the model of maps drawn by Indian authorities and even include many thousand square miles of liberated territory over which India has no control whatsoever.

The map shown on page 2 of this study represents the writer's personal point of view.

It is regrettable indeed that the basic data about the present population and other characteristics either of the liberated or the occupied parts of Kashmir are hard to find. It is not completely understandable why Pakistani Census totally excludes Kashmir. In the case of India a possible reason could be that it has been waiting for the day when it takes the world by surprise by declaring that the erstwhile predominant Muslim majority in Kashmir is no more a majority.
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I, Shahir Uddin Alvi, son of late Mr. Habib Uddin Alvi, was born in Gonda, U. P., India, August 27, 1927. I received my elementary and secondary school education in Centennial School, Lucknow, and in Lucknow Christian College, Lucknow, India, and my undergraduate training at University of Lucknow, which granted me the Bachelor of Arts degree in 1947. From Aligarh Muslim University, Aligarh, India, I received the Bachelor of Education degree in 1956, with the University Gold Medal for standing first class first both in Theory and Practice. In 1957 I passed the M. A. (Previous) Examination in Islamic Studies from Aligarh Muslim University. I worked as a school and college teacher and as primary and secondary school headmaster for about thirteen years in the U. P., Calcutta, and Chittagong. In 1959 I was granted a Fulbright award and the U. S. Government Grant to study for a Master's degree in Education at The Ohio State University, which I received in 1960. In September 1960 I was appointed University Fellow at The Ohio State University, where I specialized in the Department of Education. I held this position for two years while completing the requirements for the Doctor of Philosophy degree.