CET Policy Formulation in Tamil Nadu

A Study of The Government Policy, The Regulatory Framework, and The Decision-Making Process for School Curricula, Exams, and Textbooks

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Dated 27 August 2005

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Aim

This paper aims to provide a detailed picture of the functioning of the government of Tamil Nadu with regard to its school education policy.

State Profile

General

Picture source: http://www.tn.nic.in/schools/tndistricts.gif
Accessed 12 June 2005

Tamil Nadu covers an area of 130,058 square km (3.96 % of the total land area of the country) and had a population of 62,110,839 people as per the 2001 census. This gives it an average population density of 478 per square kilometre, compared to the national average of 324. It ranks 11th in the country in terms of area and population density and 7th in terms of population.

Tamil Nadu state came into existence in 1956 and was renamed Tamil Nadu from Madras State on 14 January 1969. It was carved out of the erstwhile Madras Presidency that encompassed most of what are now Tamil Nadu, Kerala, Andhra Pradesh, and Karnataka. The capital of Tamil Nadu is Chennai, formerly Madras (renamed in 1995). According to the 2001 census Tamil Nadu had 832 towns and 15,822 inhabited villages.

Tamil Nadu has 385 blocks in 30 districts with an urban: rural ratio of approximately 1:2 – a high urban sprawl. Revenue districts are NOT coterminous with educational districts but rather are subdivided for administrative convenience. There are 63 educational districts in Tamil Nadu.[1] Each revenue district is divided into Panchayat Union Blocks that are used for administration of elementary education in the state (as opposed to secondary and higher secondary education).[2]

Tamil Nadu has a sex ratio of 986 females per 1000 males (2001 census) and an average literacy rate of 73.47%. This breaks down to a literacy rate of 82.33 % for males, and 64.55 % for females. National literacy figures as per 2001 census are 65.38 overall (75.85 male, 54.16 female). Scheduled castes and tribes form 19.18 % and 1.03 % of the total population.

Culture and Language

Tamil Nadu is the southernmost state of India and has a very ancient history going back some 6000 years. The state was and remains the cradle of Dravidian culture, which preceded Aryan culture in India. It has a culture, architectural tradition, and ethos very different from all other parts of India save the neighbouring states of Kerala, Karnataka, and Andhra Pradesh. Citizens here take great pride in their language and customs and while Hindi is understood in areas with a sizable Muslim or floating North Indian population, in general Tamil reigns supreme.

Although basically bilingual (Tamil and English), languages spoken in Tamil Nadu also include Urdu, Malayam, Kannada, and Hindi. Tamil is by far the most widely spoken language. Tamil Nadu politics often focus on Tamil and the perceived (negative) influence of Hindi with regard to indigenous culture. The *Dravida Munnetra Kazhagam* (DMK) party led anti-Hindi agitations in the mid-1960s that greatly increased its power in the state. This antagonistic attitude can often spill over to the school system. However English is widely spoken and is an administrative language, which means that all government publications and road signs, among others, are in both Tamil and English.

Economy

Tamil Nadu is one of the most industrialized states in the nation and has the country's third largest economy. Agriculture provides income for approximately 70% of the populace. Major industries include cotton, automobiles, railway coaches, cement, sugar, and paper. Chennai is one of the nation's major IT hubs. The state accounts for 9.12 percent of the country's FDI, next only to Maharashtra and Delhi. The state government in recent years has embraced e-governance, IT, and telecom development with a passion. According to the 2001 Census, Tamil Nadu has the highest level of urbanization (43.86 percent) in India, accounting for 6% of India's total population and 9.6% of the national urban population.

Political Scenario

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[1] Tyagi, R.S. 2001. *Educational Administration in Tamil Nadu*. New Delhi: Vikas, p.86
[2] *The Tamil Nadu Educational Assessment and Evaluation Code (The Tamil Nadu Educational Inspection Code)*, p.7

Tamil Nadu had a bicameral state legislature until 1986, when it was replaced with a unicameral legislature. It has 39 Lok Sabha constituencies and 234 Legislative Assembly constituencies.

Regional parties have dominated state politics since 1967. The two main parties in Tamil Nadu are the Dravida Munnetra Kazhagam (DMK) and the All-India Anna Dravida Munnetra Kazhagam (AIADMK). Both parties have a chequered and interlinked history mainly centering on differences between various party leaders. At the present time (July 2005) the AIADMK, led by former film actress J Jayalalithaa is in power in Chennai. However the AIADMK has no representation at the Union level, which the DMK does.

On 6 June 2005, Jayalalithaa effected highly controversial changes to the state higher education system, most importantly abolishing the Tamil Nadu Professional Courses Entrance Examination (TNPCEE) – a common entrance exam that has been held since 1984 for students of different boards to enter professional courses such as law, medicine and allied health sciences, engineering, veterinary science and architecture – after the 2005 exam had been held! She decreed that henceforth admissions to all professional courses would be on the basis of marks obtained in the +2 examination and the rule of reservation. She also discontinued the practice of students taking improvement examinations.[3]

Since professional college admissions in Tamil Nadu are so amazingly competitive, students who obtain even, say, 97% overall in their +2 exams have almost no chance of entry into a good professional college (and in the case of medicine, no chance of entry into any college at all with those marks) unless they fall under the SC or ST or other categories of students with reservations. Such students who felt they had the potential to do better would study for a year and after rewriting the exams get an unbelievable average of, say, 99.15%, which - thankfully - is still good enough to get into a college of your choice in Tamil Nadu. Jayalalithaa felt that this system provided an undue advantage to those students who had the resources to spend an unproductive year studying for improvement examinations, enabling them to corner a significant portion of the top seats and squeezing out regular students.[4] In 2004, 4,793 students took improvement examinations out of an estimated total of 5 lac. However these students ended up cornering over 50% of the seats in medical colleges in the state.[5]

These changes caused front-page headlines since professional college admissions in Tamil Nadu, as in the rest of the country, are highly competitive as well as controversial. The official view was that the TNPCEE was a barrier to rural students entering professional colleges since they have not the access to coaching institutes that urban students do and therefore are unable to perform as well. It was felt that removal of a further entrance test after the +2 exams would also reduce the workload of students and release urban students from having to spend time on money on coaching for the TNPCEE. These have long been demands of educationists, political parties now in the Opposition, and the general public.[6] However the abrupt timing of the changes, effective right before admissions began and after the improvement exams and the TNPCEE had been conducted and the results announced stunned

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[3] From a 7 June 2005 *Hindu* article – find out proper reference

[4] *Ibid.*

[5] http://www.hinduonnet.com/2005/06/22/stories/2005062207790400.htm, accessed 4 July 2005

[6] Again, June 7 reference – re-refer it!

many students and parents. The changes were particularly disastrous for over 3600[7] CBSE students because the TN State Board traditionally is far more liberal with its marking than the CBSE, in fact it is one of the most liberal boards in the country. CBSE students now had to compete with State Board students with impossibly high marks, with no ameliorating system of normalization in place. Also, a contrary point of view is that reducing the number of examinations that count towards college admissions (previously +2 marks were also taken into account), instead of reducing workload, would actually increase tension to unbearable levels as students now have only one chance to prove themselves, and that chance is open to interference by sickness or force majeure conditions.

There was also criticism regarding the legality of the government order abolishing the TNPCEE, with certain parties asking for the government to promulgate an ordinance to ensure the validity of the new regulation. On 27 June the Madras High Court quashed the 9 June[8] government order (GO) scrapping the TNPCEE. Allowing a batch of over 400 petitions, the first bench held the GO as unconstitutional (violative of Article 14, providing for equality before law) and violative of Supreme Court rulings as well as regulations framed by the All India Council for Technical Education (AICTE) and the Medical Council of India (MCI) mandating common entrance tests as the only means of determining merit where there are different examining boards with differing standards and syllabi. The bench, however, refused to interfere with that part of the GO scrapping improvement examinations taken by students to further their admission prospects, holding that it was a concession given to them and not violative of any statutory regulations or constitutional provisions nor was it "shockingly arbitrary". However it ruled that the GO would be effective only from the next academic session, as students had already written their exams.[9]

Pattern of Education

Consistent with the National Policy on Education, on 1 July 1978 the government of Tamil Nadu de-linked the one-year pre-university course from the control of the universities and introduced the 10+2+3 pattern of education, replacing the 11+1+3 pattern followed earlier. Select 'high schools' were converted into 'higher secondary' schools, offering the Higher Secondary Certificate (HSC) course that continues to be known as '+2' to this day.[10]

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[7] http://www.hinduonnet.com/2005/06/10/stories/2005061014410800.htm, accessed 4 July 2005

[8] http://www.hinduonnet.com/2005/06/08/stories/2005060808790400.htm, accessed 4 July 2005

[9] http://www.deccanherald.com/deccanherald/jun282005/national1230142005627.asp, accessed 4 July 2005

[10] *Tamil Nadu Educational Rules (The Tamil Nadu Educational Manual)*, p.86

EDUCATIONAL SYSTEM IN TAMIL NADU
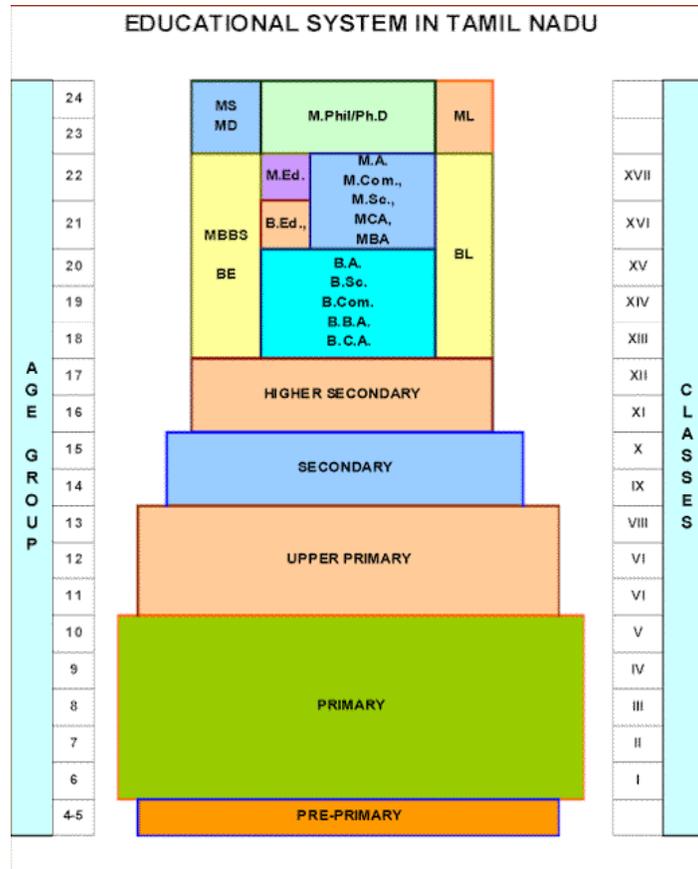
Picture source: http://www.tn.gov.in/schooleducation/statistics/picture1-edn.htm
Accessed 10 June 05

The current structure of education in the state, as illustrated above, is based on the national pattern of 10+2+3 years. There are 12 years of schooling (10+2). The entry age in class 1 is 5+ years. Before this there are an optional two years of pre-primary education, at ages 3 and/or 4. Then follows eight years of elementary education (five years of primary and three years of middle school education for the age groups of 6-11 and 11-14 years, respectively) followed by secondary and higher secondary education of two years each.

The Higher Secondary Certificate examination (+2) enables pupils to pursue studies either in universities or in colleges for higher education in general academic streams as well as technical and professional courses of different durations. A student can join an Industrial Training Institute (ITI) or a polytechnic after grade 10. After higher secondary or the +2 stage, a first basic arts, science, or commerce university degree takes three years to complete followed by a post-graduation course of two years. Students can also join professional courses like BEd and BL (the equivalent of LLB) after completion of graduation. On completion of a post-graduate degree, a student may work for an MPhil/PhD degree by research.[11]

Education is compulsory and free (in government schools) in the age group of 6 to 14 years. However the stated aims of the Department of School Education include providing five years of schooling to all children before 2007, and eight years by 2010, showing that the mandatory

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[11] http://www.tn.gov.in/schooleducation/structure.htm, accessed 12 June 2005

nature of education exists only on paper.[12]

Language Policy in the Tamil Nadu School System

According to the Tamil Nadu Educational Rules document, also known as the Tamil Nadu Educational Manual, instructions in all classes of school shall ordinarily be given through the regional language – Tamil. As the Educational Manual applies to all schools, under all managements, in theory this regulation applies to schools under all managements as well. The manual also provides that pupils whose mother tongue is different from the regional language may be given instruction through the medium of their mother tongue or any language other than the regional language provided that there is a minimum strength of 45 such pupils in the standards in the respective stages of the schools namely classes 6 to 8, 9 & 10, and 11 & 12.[13]

According to the manual, the Director of School Education or the Director of Elementary Education may however, for "special reasons", permit a school to use English as the medium of instruction in any standards. It shall be competent for the Director of School Education to call upon any management to open separate sections in the schools for linguistic minorities provided that there is a minimum total strength of 45 pupils in the standards in the respective stages of schools.[14]

While the manual specifies "special reasons" to be necessary in order to open English-medium schools or sections in schools, in reality English-medium schools are extremely widespread throughout the state and in urban areas often outnumber the vernacular-medium schools. The end result is that it is easily possible for a student wishing to study in a government school to receive education in the medium of his choice out of English, Tamil, or Urdu (for the Muslim population). There is, as in all things, a catch – the Manual also provides that free education, as guaranteed until class 10 by Article 21-A of the Constitution of India as well as the Tamil Nadu Compulsory Education Act, 1994, will be provided only for those pupils who study through the medium of their mother tongue. [15] Here it is assumed that the mother tongue of a Tamilian (person born in Tamil Nadu to Tamil parents) is Tamil. This may be considered discriminatory as to the best of this author's knowledge a person's "mother tongue" is a subjective notion and means the language in which a person is most fluent – the language she thinks in.

Linguistic minorities who join English medium classes for want of their medium for study through their mother tongue will also be given free education. Other pupils wishing to study in an English medium government school have to pay the tuition fee prescribed by the Government from time to time.[16]

To continue the discrimination against English (or, from the opposite point of view, the protection of Tamil language and culture), the Manual further provides that unlike Matriculation and Anglo-Indian Schools where the medium of instruction is English, in ordinary [government]

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[12] http://www.tn.gov.in/schooleducation/objectives.htm, accessed 12 June 2005

[13] *Tamil Nadu Educational Rules (The Tamil Nadu Educational Manual)*, p.27

[14] *Ibid.*

[15] School Education Department, Government of Tamil Nadu, *Policy Note 2005-06*, p.6

[16] *Tamil Nadu Educational Manual*, p.87

Higher Secondary Schools (+1 and +2), the medium of instruction will be Tamil or the mother tongue of the students, if there is viable minimum strength in each group. English medium classes will be permitted according to needs and only as an addition to Tamil medium.[17]

This government protection of Tamil is partly political: as stated earlier many Tamils feel strongly about their language and culture. At the start of the 2005-06 academic year, the TN Chief Minister J Jayalalithaa decided that no student studying in Tamil Nadu should leave the school system without learning Tamil. Hence she took the 'landmark' decision to introduce the subject "*Ariviyal Tamil*" (Scientific Tamil) from LKG to 12th standard in all categories of schools.[18]

At the same time, as also stated earlier the Tamil Nadu government is extremely trade-savvy and realises that knowledge of Tamil, while instilling a sense of pride in one's culture, is useless in the global scenario unless one is fluent in today's lingua franca, English. English-speaking Tamils also have great opportunities in the IT industry. Thus while publicising the decision on Tamil to gain political mileage, Jayalalithaa also quietly decreed that English would be taught as a subject in all State Board schools from class I onwards! The government has also since 2003-04 been introducing English Language Laboratories in select government High and Higher Secondary schools to combat the large number of students failing in the English subject.[19]

Unlike in the national boards, a second language is compulsory in all state board schools right until class 12. A number of students thus opt to study French over Tamil or Hindi, mainly because it is perceived as being an easier subject as well as a subject in which marks are more liberally awarded than in the other languages! This trend may have originated due to the presence of the Union Territory of Pondicherry within the state, which has a large French influence due to its occupation by the French prior to Independence and even after (France formally relinquished its sovereignty over Pondicherry and the neighbouring enclaves of Mahe, Yanam, and Karaikal on 1 July 1963).

Deaf students in Higher Secondary Certificate (classes 11 and 12) (HSC) schools are exempted from taking a second language in classes 11 and 12 and are permitted to appear for the HSC examination with a single language alone.[20]

School System in Tamil Nadu

Tamil Nadu boasts a rather heterogeneous mix of schools in the state:

- There are government schools providing free education in Tamil as detailed above;

- There are Tamil- and English-medium private schools offering the "state board" syllabus - the syllabus prescribed by the government and culminating in the Secondary School Leaving Certificate exam after class 10. Many schools offer both mediums simultaneously;

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[17] *Ibid.*
[18] *Policy Note 2005-06*, p.5
[19] *Ibid.*
[20] Tamil Nadu Government Order (GO) MS No.251, Education, 13 February 1980

- There are matriculation schools, which are described in detail below;

- There are Anglo-Indian schools running upto class 10, which, although administered to by the School Education Department, have their own syllabus and school-leaving exam (the Anglo-Indian School Leaving Certificate). They are governed by the Code of Regulations for Anglo-Indian Schools, Tamil Nadu. Education in these schools is not free;

- There are Oriental Schools, which follow a syllabus similar to the SSLC syllabus but write a separate public examination – the Oriental School Leaving Certificate (OSLC) exam at the end of class 10, after which students must switch to another educational board;

- There are a number of private schools offering the CBSE syllabus;

- There are private schools offering the International Baccalaureate syllabus;

- There are a handful of private schools offering the CISCE syllabus. These are extremely few in number – only 3 in Chennai and a few across the rest of the state. The ICSE syllabus finds comparatively few takers in Tamil Nadu due to the state's public insistence on absurdly high marks in Board exams;

- There are special schools for the physically and mentally disabled;

- There are minority schools, which have a degree of autonomy. They may be religious or linguistic minorities;

- There are madrasas, which are described below, and also their Hindu equivalents.

In government parlance, "high schools" are government schools offering education up to class ten and "higher secondary" schools are those offering +2 education as well.

From the academic year 2004-05, the government has introduced a "no detention" policy for classes 1 to 5 in all government and government-aided schools, provided the student has maintained a 75% attendance rate over the year. This is to combat lowering of the morale of students who are detained, which in many rural cases leads to the discontinuation of education and/or the beginning of child labour. At the same time, the quality of primary education is not affected.

Interestingly, not all TN government schools follow the government syllabus and write government public examinations. In border areas with Kerala and Karnataka, some schools offer education in the system of the respective border state, while remaining funded by the TN government.[21] Thus while it may appear at first glance that the TN government imposes great control on its schools, in reality there is no legal compulsion for a government school to follow the TN state curriculum. It is a matter of free market supply and demand!

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[21] Interview with Shankar, A., Joint Director of Elementary Education, 8 July 2005

Matriculation Schools

Matriculation Schools are self-financing English-medium schools, running up to class 10. These schools were once affiliated with the Universities of Madras and Madurai and the Matriculation examination at the end of ten years of schooling was conducted by the universities and served as the university entrance qualification. From 1976, these schools were brought under the control of the Directorate of School Education and are now under a separate Directorate of Matriculation Schools[22]. Matriculation schools follow the curriculum and syllabus framed by the Board of Matriculation Schools constituted under the chairmanship of the Director of Matriculation Schools. This syllabus is closely linked to the State Board of Secondary Education ('State Board' for short) syllabus and for many subjects the textbooks used are the same. However the general perception is that matriculation schools provide a higher quality of education than do government schools. Pupils passing out of matriculation schools (matriculates) do not write the Secondary School Leaving Certificate (SSLC) but the Matriculation Exam.

At present there are about 3386 matriculation schools in Tamil Nadu. For effective supervision of these schools, 10 Inspectors of Matriculation schools are in government service.[23] Matriculation schools in the Union Territory of Pondicherry, on the eastern wing of the state, are also affiliated to the Tamil Nadu Board of Matriculation Schools by request of the Pondicherry government.[24] The Education Department of the Union Territory of Pondicherry therefore has a representative on the Board of Matriculation Schools.

The most distinguishing feature of matriculation schools is their insistence on English as a medium of instruction. Public support for the growth of the number of matriculation schools is seen as proof that the medium of instruction provides a subsequent quality standard of education, preparing children for university examinations.[25]

Madrasas

Madrasas are traditional Islamic schools where pupils are taught the *Shariat* (Islamic Law), the Quran, Urdu, and Islamic History, among others. The medium of instruction is usually Urdu which, although not entirely a Muslim language (as proved by Jagjit Singh) is the usual medium of communication among Muslims. In Tamil Nadu, Tamil is used as well.

In India today, calls for government intervention in the madrasa system reflect a challenge perceived by the state from the autonomy of the madrasas. Most madrasas are not dependent on the state for funds. Their financial independence is seen by the state as providing the madrasas with a vast influence, over which it has little or no control. The independence of the madrasas is generally viewed, particularly by government officials with a soft corner for Hindutva-brand nationalism, as particularly potent challenge to the project of a monolithic Indian nationalism based on Brahminical Hinduism. As defenders of Islamic orthodoxy and Muslim community identity, and as alleged advocates of pan-Islamism or militancy, madrasas

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[22] GO (1D) No.239, 18 December 2001
[23] *Policy Note 2005-06*, p.14
[24] GO No.2816, Education, 29 December 1976
[25] *Curriculum For Matriculation Schools*, http://www.tn.gov.in/matricsyllabus/curriculum.pdf, accessed 3 July 2005

are regarded by many as particularly menacing. Hence, Hindutva leaders have insisted on the need for careful state monitoring and control of the madrasas, and some have even gone to the extent of demanding that the state close them all down. On the other hand, 'secular' political parties in power in some states have sought to extend assistance to madrasas, aware of the considerable influence that the *ulama* (teachers) wield over Muslim voters as well as appreciative of the efforts that madrasas are making in promoting literacy among Muslims. The state's relations with the madrasas are thus determined by a mixed set of motives.[26]

Government efforts to reform the madrasa system so far have taken, broadly speaking, three forms:

(a) Setting up of boards for madrasa education by state governments,
(b) Providing financial assistance to selected madrasas to teach secular subjects, and
(c) Arranging for recognition of certain madrasas by certain state-funded universities.[27]

At present seven states in the country (Assam, Bihar, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and West Bengal) have government-sponsored madrasa education boards, to which a number of madrasas are affiliated. Not all the madrasas in these states are members of the state boards, however, and madrasas are free to choose to join or not. Several of the affiliated madrasas receive some sort of assistance from state governments, such as, for instance, teachers' salaries. In turn, these madrasas have to abide by certain norms laid down by the state, including in matters of curriculum. Graduates of most madrasas affiliated to the boards can go on to join regular colleges.[28]

The situation in Tamil Nadu is somewhat different. There is no government control of madrasa education as they operate out of private funding. In India, much of the public debate has focused on madrasas in the northern parts of the country. Tamil Nadu, on the other hand, has received practically no attention in this debate, largely because it has been considered to be peripheral to developments in Indian madrasa education as a whole. Yet despite their marginal position within Indian Islam, Islamic educational institutions in the state, especially in coastal and southern Tamil Nadu, have undergone interesting transformations in the last 150 years, due to changes in the political landscape and the emergence of competing educational models. The rise of the Indian nation-state has severely limited the ties Tamil Muslim communities had with coreligionists in other parts of the Indian Ocean world, primarily in Ceylon. At the same time, North Indian models of religious education began to penetrate the far south, forcing Tamil Muslims to engage with these models. Finally, secular education has expanded rapidly in Muslim towns and settlements throughout the state. Some scholars argue that far from being impervious to change, madrasas in Tamil Nadu have indeed tried to adapt to the transformations they have been confronted with in recent years, and that some of these changes may actually provide a model for madrasa reform in other parts of India.[29]

Opening of New High and Higher Secondary Schools

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[26] http://www.cobrapost.com/documents/madrasareform.htm, accessed 18 July 2005
[27] *Ibid.*
[28] *Ibid.*
[29] "Madrasas in a Changing World: Islamic Education in a South Indian Town", paper presented by Torsten Tschacher at the National University Of Singapore's Asia Research Institute's Religion and Globalisation Study Group's seminar on 9 May 2005.

From the academic year 2001-02 onwards, it has been the policy of the government to upgrade panchayat union middle schools of strength of 50 or more students in class 8 to high schools, provided there are no government high schools within a radius of 5 km and also to upgrade the existing government high schools of strength of 100 or more students in class 10 to Higher Secondary Schools provided there are no higher secondary schools within an 8 km radius. 295 high schools and 335 higher secondary schools have been opened in the last four years. 90 government high schools and 60 government higher secondary schools will be opened during academic year 2005-2006.[30]

Permission to open a high or higher secondary school to private educational societies has been accorded only since 1 July 1991. Prior to according permission, an undertaking is obtained from the society stating that they will not claim government grants 'forever'.

Courses of Study in Different Types of Schools

Anglo-Indian Schools

Although these schools were originally meant for Anglo-Indian children (the definition of which relates to ancestry and lifestyle and is enumerated in the Code of Regulations for Anglo-Indian Schools, Tamil Nadu, article 2), they are now open to all students and are not exempt from learning Indian languages. According to the regulations, the second language taught in these schools must be one of the South Indian languages (presently Tamil, Kannada, Telegu, or Malayalam), Urdu, or Hindi. However in reality French is also taught from class 3 and there is a Board examination in the subject at the end of class 10.[31]

Nursery, Primary and Elementary Schools

Even before Jayalalithaa's "*Ariviyal Tamil*" decision (see the *Language Policy* section above), the Code of Regulations for Approved Nursery and Primary Schools 1991, which applies to all nursery, primary, and pre-primary schools in the state regardless of management, stipulated that Tamil must be taught compulsorily to the nursery classes and classes 1 to 5. Students with mother tongues other than Tamil too must be taught Tamil as a Compulsory Additional Language.[32]

The code also prescribes that the educational agency running the school should follow the common curriculum prescribed by the government but with freedom for teachers to innovate in their teaching methodologies. Similarly they are required to follow approved text books prepared by the Tamil Nadu Textbook Corporation in accordance with the prescribed curriculum.[33]

The Tamil Nadu Elementary Education Rules of 1998 require the provision of elementary

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[30] *Policy Note 2005-06*, p.11

[31] *Code of Regulations for Anglo-Indian Schools*, Articles 43-45

[32] *Code of Regulations for Approved Nursery and Primary Schools*, 1991, Article 7(a)

[33] *Ibid*, Article 10 (iii) (l)

education in the subjects of Tamil, English, Mathematics, Science, Social Science, Physical and Health Education, Oriental Life Education (Moral Values), and Art, all until class 5.[34]

Adult Literacy Schools[35]

These schools must follow all the requirements for recognition of elementary schools excepting any that are in conflict with the rules laid down in Chapter VI of the Tamil Nadu Elementary Education Rules of 1920.

These schools cater to adults between the ages of 13 and 40 years. They follow a syllabus specially prepared and approved by the government authority. Special textbooks for adult use are used in later stages. Teachers may be employed part-time in these schools. Special teaching aids like slides, pictures, charts, and reading sheets may be employed.

The course is of three years duration. The first year's instruction aims at making the adults literate enough to read specially prepared textbooks. The next two years are aimed at the achievement of a standard that will enable the adults to read and understand a newspaper.

Matriculation Schools

The Matriculation examination at the end of Class 10 is held in the following subjects: English, Second Language, Mathematics, Science (each with two papers and science with two practical papers as well), History and Civics, and Geography. The second language must be chosen out of the following permitted languages: Tamil, Telugu, Malayalam, Kannada, Urdu, Sanskrit, Arabic, French, and German. Students are permitted to use private tutors for second languages not offered by the school due to lack of demand.[36] See also the *Matriculation Schools* section above and the *Board of Matriculation Schools* heading below.

Higher Secondary Schools (Vocational Stream)[37]

As the Higher Secondary course is designed to be terminal for some students but preparation for higher education for others, two streams of options are offered, viz. General and Vocational. The general stream has a curriculum similar to that of the NCERT and national boards of higher education. In the vocational stream, 6 main areas of study have been identified, each with a number of subjects within them:

- Agriculture
- Home Science
- Commerce and Business
- Engineering and Technology
- Health
- Miscellaneous

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[34] *Ibid*, Article 4 (i)
[35] *Tamil Nadu Elementary Education Rules*, 1920, Chapter VI, Articles 1 to 7
[36] *Scheme for the Award of Matriculation Certificates*, Chapter V
[37] *Scheme for the Award of Higher Secondary Certificates*, Chapter IV (Curriculum and Syllabus)

Punishment Policy in Tamil Nadu

Corporal punishment is banned in all schools in Tamil Nadu, except in cases of moral delinquency such as deliberate lying, obscenity of word or act, or flagrant insubordination. In these cases it is limited to six cuts on the hand, and is to be administered only by the principal or under her supervision. In no cases is corporal punishment to be administered to students of classes 11 and 12.[38]

While this may be the regulation, the reality is far removed. Corporal punishment in all classes is widespread and the principal is rarely informed. As in many other states, cases of students being beaten to death by their teachers are not unheard of.

Religious Policy in Tamil Nadu[39]

The curriculum in Tamil Nadu is nonreligious, and any time spent by pupils in religious instruction does not count towards the required number of working hours in a school day.

According to the Tamil Nadu Educational Manual, which applies to all schools recognised by the government irrespective of their management, no school receiving any form of financial assistance from any government authority, whether local or state, is permitted to provide religious instruction. However, private unaided schools may do so.

Government and government-aided schools are permitted to use their premises for voluntary religious instruction or devotional proceedings, subject to the approval of the concerned inspecting officer. There are a number of provisos in this regard: the permission may not be claimed as a matter of right, there must be no discrimination between religions in terms of space allocated, such instruction may only be given after regular school hours, and no permanent structures of religious import may be installed on the school premises.

Across managements, attendance at any religious proceedings is completely voluntary and pupils may not be coerced into attendance by means of material rewards or censure in case of non-attendance.

Acts and Rules Governing School Education in Tamil Nadu

Education was placed in the concurrent list of the constitution of India by the 42nd Amendment, making it the joint responsibility of the Union and respective State governments. In Tamil Nadu the following Acts of the state government provide the legal framework for education in the state:

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[38] *Code of Regulations for Anglo-Indian Schools*, Article 51. Also in *Tamil Nadu Educational Rules*, Article 51.
[39] *Tamil Nadu Educational Rules*, pp.4-5

- Tamil Nadu Elementary Education Act of 1920 (repealed in 1998)
- Tamil Nadu Recognised Private Schools (Regulation) Act of 1973
- Tamil Nadu Compulsory Education Act of 1994

For administration and implementation of the law, the Department of School Education brings out a number of periodically reviewed and updated manuals, codes, and rules. These are developed under the authority granted to the department by the relevant Acts. Some of these are as follows:

- Tamil Nadu Education Rules of 1892
- Tamil Nadu Recognised Private Schools (Regulation) Rules of 1974
- Code of Regulation for Nursery and Primary Schools
- Code of Regulation for Matriculation Schools
- Code of Regulation for Anglo-Indian Schools
- Grant-in-Aid Code of 1956 (Tamil Nadu Education Inspection Manual)[40]

The dates given above are the dates of original publication of the documents; they are regularly updated with irrelevant sections deleted and new sections added. Apart from these, the state Ministry of Education is required to bring out a Policy Note each fiscal year, detailing the educational budget for the year, achievements of the Ministry in the past year, plans for the coming year, and so on.

Tamil Nadu being a progressive state, most of the above documents are published on the internet as pdf documents, obviating the need for anyone concerned to spend days hunting for them in Fort St George or College Road (see the *Location* heading below). Many more Acts, Rules, Manuals, and Codes relating to both school and college education in Tamil Nadu do exist and these are available from law publishers or in a law library.

Review of Educational Regulations in Tamil Nadu[41]

In November of 2002, the Government of Tamil Nadu appointed a high-level committee under the chairmanship of A. Muthukrishnan, retired Director of School Education, to revise and review the regulatory framework pertaining to education in the state.[42]

The following rules and codes are presently under review:

- The Tamil Nadu Educational Rules (alias Tamil Nadu Educational Manual)
- The Tamil Nadu Private Schools (Regulation) Act of 1973
- The Tamil Nadu Private Schools (Regulation) Act of 1974
- The Grant-in-Aid Code
- The Tamil Nadu Educational Inspection Code

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[40] http://www.tn.gov.in/schooleducation/acts-rules.htm, accessed 10 June 2005
[41] http://www.tn.gov.in/educationrules/, accessed 6 July 2005
[42] GO MS. No. 177, School Education (x1), 14 November 2002

The last date for members of the public to submit their opinions on the revision was 15 May 2003. The report of the committee is still awaited at the present time (July 2005).

Overview of Department of School Education, Government of Tamil Nadu

Structure

Perhaps strangely, there is no single department of education as such in the Tamil Nadu government. There is a Department of School Education, and a Department of Higher Education, each with an independent secretariat, though in reality the secretariats are in close physical proximity (see 'Location' below). Each secretariat has control over a number of directorates, which are their administrative organs.

The state Minister for Education, who is a member of the state legislative assembly, is in overall charge of education in the state, subject to the joint responsibility of the State Cabinet. He is the ex officio head of both the Dept of School Education and the Dept of Higher Education.[43]

Amazingly, the two education departments alone account for nearly one-third of the total number of government employees in the state![44]

Department of School Education

The Secretary to the Government, School Education Department is the chief executive officer. She assists the minister in all functions related to school education in the state including planning, budgeting and administration. The secretary is assisted by a Special Secretary (Elementary Education), an Additional Secretary (Govt. Schools), a Joint Secretary (Legal Matters), a Deputy Secretary (Private Schools) and six Under Secretaries.[45]

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[43] http://www.tn.gov.in/schooleducation/roleofsecretariat.htm, accessed 10 June 2005
[44] http://www.tn.gov.in/schooleducation/personnelmanagement.htm, accessed 12 June 2005
[45] http://www.tn.gov.in/schooleducation/roleofsecretariat.htm, accessed 10 June 2005
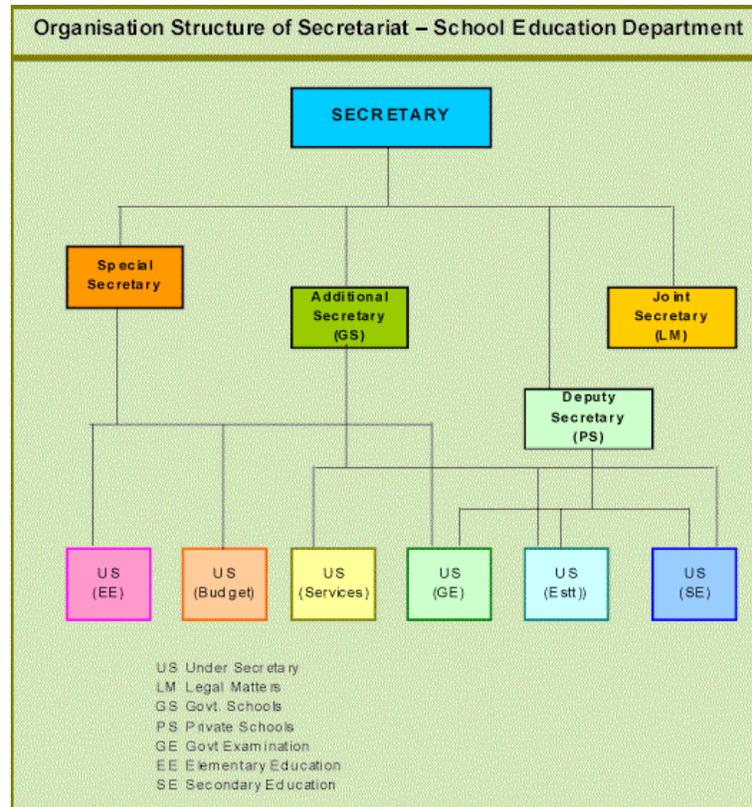
Picture source: http://www.tn.gov.in/schooleducation/statistics/picture3-org.gif
Accessed 12 June 2005

The functions of the Department of School Education include:[46]

- Overall control of education in the state
- Policy formulation
- Finalisation of the portion of the annual budget relating to school education
- Administrative sanctions for various projects and programs
- Providing advice to other government departments in aspects of education and training

The department is in control of ten directorates:[47]

1) Directorate of Elementary Education
2) State Project Directorate, District Primary Education Program and *Sarva Shiksha Abhayan* (SSA) (Universal Education Movement)
3) Directorate of School Education
4) Directorate of Matriculation Schools
5) Directorate of Government Examinations
6) Directorate of Teacher Education, Research, and Training
7) Directorate of Non-formal and Adult Education
8) Directorate of Public Libraries
9) Teacher Recruitment Board

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[46] http://www.tn.gov.in/schooleducation/roleofsecretariat.htm, accessed 10 June 2005
[47] *Ibid.*

10) Tamil Nadu Textbook Corporation

Location

The Department of School Education and the Department of Higher Education share the sixth floor of the State Government Secretariat complex situated in Fort St George, Chennai. All the Directorates under the department (barring the Directorate of Public Libraries) are located in the Directorate of Public Instruction complex on College Road, Egmore, Chennai. The Directorate of Public Libraries is located on Anna Salai (formerly Mount Road), Chennai.

History[48]

Before 1813, the East India Company did not concern itself with the education of the natives of India. The Board of Public Instruction was established in 1826. This was the forerunner of the modern Education Department. It formulated rules and regulations designed to assist the indigenous institutions in self-improvement .The first set of grants for aided schools was issued in 1855. By 1881, a considerable portion of indigenous institutions had become aided schools and thus they moved from the category of private to public schools.

Under the Local Boards Act 1871, Local Boards were constituted and empowered to open schools and get subsidy from the government. The Madras Elementary Education Act of 1920 enabled the local bodies to levy an educational cess on land or property tax for advancement of elementary education. This laid the groundwork for the government to be able to think of compulsory elementary education for all children.[49]

In 1920 elementary education was taken from District Boards and entrusted to Taluk Boards and Municipalities and the power of according recognition to aided elementary schools was transferred from the Education Department to the District Education Councils. In 1934 the Taluk Boards were abolished and elementary schools administration was entrusted again to the District Boards. In 1939, District Education Councils were also abolished and the power to recognize elementary schools was restored once again to the Education Department.[50]

The following table lists some of the important events in the history of education in Tamil Nadu.

Year	Event
1826	Board of Public Instructions established
1841	First High School opened in Madras
1849	High Schools for Girls Opened
1854	Directorate of Public Instruction established

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[48] Tyagi, 2001, p.62
[49] http://www.tn.gov.in/schooleducation/history.htm, accessed 10 June 2005
[50] *Ibid.*

1892	Madras Educational Rules enforced
1910	Board of Secondary Education established
1911	SSLC Public Examination conducted for the first time
1921	Madras Elementary Educational Rules enforced
1924	Compulsory and Free Education introduced in some selected places
1953	Directorate of Legal Studies established
1955	Pension Scheme for Teachers introduced
1956	Midday-meal programmes implemented
1957	Directorate of Technical Education established
1960	Scheme for Free supply of Uniforms for School Children organized
1964	Introduction of Free Education up to high school level
1965	Directorate of Collegiate Education established
1969	Tamil Nadu Text-book Society established
1972	Directorate of Public Libraries established
1973	Directorate of Government Examinations and SCERT established
1976	Directorate of Non-formal and Adult Education established
1978	Higher Secondary Education (10+2) introduced
1981	Teachers in Panchayat Union Schools become Government Employees
1982	Nutrition Meal Scheme introduced
1985	Free Supply of Text Books and Uniforms up to VIII Standard extended.
1986	Directorate of Elementary Education established. Implementation of National Policy on Education, Teachers in Municipal/Township/Corporation become Government Employees.
1988-1990	Introduction of revised syllabus based on National Policy for I -XII standards
1990	Directorate of Teacher Education Research and Training established.
1995-96	Introduction of revised syllabus for classes I-XIII
2001	Directorate of Matriculation School formed.

Table source: http://www.tn.gov.in/schooleducation/statistics/table2-event.htm
Accessed 10 June 2005

The 1950s through '80s saw the establishment of a number of independent directorates, all functioning under the Department of School Education in Madras. As the number of specialised educational institutions in the state and their enrolment grew, the Directorate of Legal Studies and the Directorate of Technical Education were established in 1953 and 1957, respectively.

1965 saw the creation of the Directorate of College Education. The Directorate of Public Libraries and the Directorate of Government Examinations were set up in 1972 and 1975, respectively. In 1976, the Directorate of Non-Formal and Adult Education was established. A separate Directorate of Elementary Education was set up in 1986. This directorate is not subordinate to the Directorate of School Education, as might be assumed. The Directors of the respective directorate are of equal seniority and hierarchy in the government and both report directly to the Secretary to the Government, Department of School Education, Chennai. The Directorate of Teacher Education, Research and Training was set up in 1990.

The Tamil Nadu Textbook Society was set up in 1969 to publish nationalised textbooks.

An interesting feature of micro-level educational administration in Tamil Nadu is that in 1981 the government of Tamil Nadu took over the functioning of all panchayat schools, and also the services of the teachers in them. However, the maintenance of panchayat school buildings remains the responsibility of the concerned panchayat to this day. At present the panchayats do not execute any educational activity other than maintenance of school buildings. In corporation and municipal areas (larger towns), the school buildings are maintained from the proceeds of the educational cess (currently 0.02%).[51]

The Directorates[52]

1. Directorate of Elementary Education

Its functions include:

- Grant of permission to open private nursery, elementary, and middle schools
- Control and supervision of all nursery, elementary, and middle schools
- To work towards universalisation of elementary education in the state
- Supervision of the recruitment of teachers by the District Elementary Education Officer (DEEO) via the employment exchange

2. Project Directorate, District Primary Education Program and SSA

SSA stands for *Sarva Shiksha Abhayan*, a Hindi phrase that translates to the Movement for Universal Education. The SSA scheme is a comprehensive and integrated program aimed at attaining the universalisation of elementary education. It is being implemented in all districts for classes 1 to 8. Under this project, a total outlay of Rs 1649 crore has been approved over a period of five years (2002-2007) with a sharing pattern of 75:25 by the Centre and the State. The objectives of this scheme are:

- Enrolment of all school-age children in schools
- To ensure provision of 5 years of schooling to all children by 2007
- To ensure provision of 8 years of schooling to all children by 2010
- Imparting quality elementary education
- Total prevention of dropouts by 2010

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[51] http://www.tn.gov.in/schooleducation/localbody.htm, accessed 10 June 2005
[52] http://www.tn.gov.in/schooleducation/contacts.htm, accessed 10 June 2005

Under this scheme, a total sum of Rs. 357.15 crore has been spent between 2001 and 2004.[53]

3. Directorate of School Education

Its functions include:

- Grant of permission to open private high and higher secondary schools
- Control and supervision of all high and higher secondary schools
- Framing of curricula and syllabi for government schools for classes 6 to 12 on the basis of the recommendations of high-level committees
- Evaluation of non-State Board school-leaving certificates
- Conduct of teacher training courses in technical areas such as drawing, music and tailoring

4. Directorate of Matriculation Schools

Functions include:

- Grant of permission to open matriculation schools
- Framing of curriculum and syllabus for matriculation schools on the basis of the recommendations of the Board of Matriculation Schools
- Control and supervision of matriculation schools on the basis of the Board of Matriculation Schools

5. Directorate of Government Examinations (DGE)

Functions include:

- Conduct of SSLC (Secondary School Leaving Certificate - 10th grade) and HSC (Higher Secondary Certificate – 12th grade) exams twice in an academic year
- Conduct of all other government examinations other than the TNPSC (Tamil Nadu Public Service Commission) examination
- Issue of migration certificates
- Conducting instant re-examination (within a period of one month) for students who fail in one or two subjects in classes 6 to 9 and 11 (exams conducted at the district level) and classes 10 and 12 (exams conducted at state level)
- Re-totalling and re-evaluation of answer papers of the HSC examination with supply of photocopy of answer paper to the student
- Re-totalling of marks in the SSLC examination and the DTE annual examination (see below)

More will be said about the DGE later in this paper.

6. Directorate of Teacher Education, Research, and Training

Functions include:

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[53] *Policy Note 2005-06*, p.8

- Conducting the secondary grade Teacher Training Course (mysteriously known as DTE, the half-acronym of the directorate's name!)
- Control and supervision of the various Teacher Training Institutes in the state
- Evaluation of other states' Diploma in Teaching certificates
- Imparting in-service training to elementary and middle school teachers
- Framing of curriculum and syllabus for classes 1 to 5 in State Board schools. This is done on the basis of recommendations from a high-level committee

7. Directorate of Non-Formal and Adult Education

This directorate works through various schemes to eradicate illiteracy and remove gender disparity in literacy.

8. Directorate of Public Libraries

Functions include:

- Supervision and control of libraries in Tamil Nadu
- Establishment of libraries in all areas with population greater than 5000 persons
- Cultivation of the reading habit among citizens

The Connemara Public Library located in the Government Museum complex at Egmore, Chennai is one of four depository libraries in India. This means that it automatically receives a copy of every book and periodical published in the country. From 2004 there has also been a permanent book fair established at the library.

9. Teacher Recruitment Board

As the name suggests, this Board recruits teachers to high and higher secondary schools and colleges by means of competitive examinations.

10. Tamil Nadu Textbook Corporation

The TNTC functions on the advice of a Governing Council. The Secretary of School Education, Government of Tamil Nadu is its ex officio chairman.

Functions include:
Procurement of paper for printing of school text books
Supply of textbooks to schools and bookshops at low prices

More will be said about the TNTC later in this paper.

Department of Higher Education

The Secretary to the Government of Tamil Nadu, Higher Education, is the chief executive and head of this department. Under him are one Additional Secretary for Collegiate Education, and

three Deputy Secretaries. There are six Undersecretaries, one each for establishment, budget, collegiate education, buildings, and technical education.

The Department of Higher Education has control over all universities and autonomous colleges in Tamil Nadu, the Tamil Nadu Science and Technology Centre, and the Tamil Nadu Archives and Historical Research Centre. It is not involved in school education at any level.

This paper focuses on school education and thus will not refer to the Dept of Higher Education again.

Other Government Departments Involved in Education[54]

Certain other departments of the state government are also concerned with different aspects of education:

- The Department of Health and Family Planning deals with medical education and training of medical and para-medical personnel;

- The Department of Agriculture looks after agricultural and veterinary education in the state;

- The Department of Adi-Dravidar Welfare runs special schools for Adi-Dravidars in regions where they reside. (Adi-Dravidars is a Tamil phrase that translates to 'the ancient Dravidians' – a reference to the original inhabitants of India who were pushed to the south of the subcontinent by the Aryans and other invaders. They are what are known as *dalits* in other parts of the nation and form over 20% of the population in Tamil Nadu.);

- The Forest Department runs schools in remote forested and hilly regions, as they are well acquainted with the people living there;

- The Social Welfare Department runs special schools for physically and mentally handicapped children in various parts of the state. It also runs special schools for orphans.

- The Home Department runs reformatory schools for juvenile offenders;

- The Department of Labour and Employment oversees the Industrial Training Institutes (ITIs) in the state. These ITIs are vocational institutions training people to be refrigeration mechanics, air-conditioner mechanics, automobile mechanics, tv mechanics, and the like. They are relatively cheap and require only an SSLC or equivalent (pass in class 10) for entry, thus providing an alternative to higher secondary education for those who cannot afford it.

- The Department of Public Instruction handles training of state government officers, both immediately after recruitment and as continuing education;

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[54] Tyagi, 2001, pp.64-65

- The Departments of Adi-Dravidar Welfare and Backward and Most Backward Classes sanction scholarships to SC/ST, BC, and MBC students and administer some welfare schemes such as mid-day meals, free supply of textbooks and uniforms, and marriage grants for girls to the same.

Technical colleges such as engineering, law, and medical colleges also must of course conform to the standards and regulations of their national-level governing bodies – the All-India Council for Technical Education, the Bar Council of India, and the Medical Council of India. These statutory bodies may grant or withdraw accreditation to colleges as they see fit, and the state government has no say in the matter.

Educational Administration at the District Level[55]

The government operates both at the revenue district level and the educational district level (smaller than the revenue district).

At the revenue district level, the chief officer is the Chief Educational Officer (CEO). He reports to the Director (the Directorate) of School Education. He has a number of inspectional, administrative, and financial duties. Two relevant duties are:

- Constitution of committees to set question papers for the class 11 internal year-end examinations in (government) higher secondary schools, and

- Supervision of the conduct of public examinations in classes 10 and 12 (again, government schools only)

At the educational district level, there operate District Educational Officers (DEOs). They report to the Directorate of School Education via the CEO. Three relevant duties of the DEOs are:

- Forming academic councils at the educational district level to improve the quality of education

- Arranging seminars, science exhibitions, etc involving all classes of schools

- Fixing yearly additional enrolment targets (for government schools only)

As the CEO and the DEOs work for the Directorate of School Education, they are mainly concerned with secondary and higher secondary schools.

At the revenue district level, the chief officer reporting to the Director (Directorate) of Elementary Education is the District Elementary Education Officer (DEEO). Assistant Elementary Education Officers operate at the development block level. These officers perform similar duties but are concerned solely with primary and upper primary schools (all management classes).

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[55] Tyagi, 2001, pp.82-87

Apart from these officers, the Inspector of Matriculation Schools and the Inspector of Anglo-Indian schools regulate the schools under their jurisdiction. They follow the Tamil Nadu Inspection Manual, as stipulated in 'Acts and Rules' above.

Advisory Bodies and Boards[56]

The government has set up a number of advisory boards and committees dealing with specific issues in education. Some important ones are:

- ### State Board of School Examinations

  This board was constituted in Feb 2001 to advise the Director of Government Examinations in all matters relating to the SSLC (Secondary School Leaving Certificate) and the HSC (Higher Secondary Certificate). It merged the erstwhile Board of Secondary Education and the Board of Higher Secondary Education.[57]

  The Chairman of the Board is the Director of Government Examinations. Designated ex-officio members are the Directors of School Education, Technical Education, Medical Education, and Teacher Education, Research, and Training. There are representatives of the University of Madras, the Perarignar Anna University of Technology (Chennai), and the Tamil Nadu Dr MGR Medical University. Other members include three Joint Directors of Government Examinations, a senior member of the Union Territory of Pondicherry Government Department of Education, and the Chairman of the NCERT regional office at Bangalore.[58]

- ### Board of Matriculation Schools

  This board, reconstituted in 1985, has as its chairman the Director of School Education. It advises the chairman on all matters relating to matriculation education such as the curriculum, syllabus, and textbooks to be followed by these schools.[59] On the Board are some principals of matriculation schools, educationists in the state, and representatives of the Universities of Madras and Madurai.[60] There is also a representative of the Education Department of the Union Territory of Pondicherry, seeing as the Tamil Nadu Board of Matriculation Schools administers matriculation schools in Pondicherry as well.

- ### Committee on the functioning of Matriculation Schools

  This committee was constituted in 2001 to examine the working of matriculation schools in the state. Its report is still awaited (July 2005).[61]

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[56] http://www.tn.gov.in/schooleducation/advboard.htm, accessed 10 June 2005
[57] GO MS. No. 26, School Education 16 February 2001, also GO 1(D) No. 142 School Education (V1) 9 August 2002
[58] http://www.tn.gov.in/dge/aboutus.htm, accessed 12 July 2005
[59] GO MS. No. 239, School Education 18 December 2001, also GO (2D) No. 15 School Education 06 March 2002
[60] GO No. 2816, Education, 29 December 1976, Article 2(i)
[61] GO (2D) No. 15 School Education 06 March 2002

- ***State-level Empowered Committee for SSA***

  This committee was constituted in 2001-2002, when the Sarva Shiksha Abhayan scheme was introduced nationwide. Under it are committees at the district level, development block level, and village level.

- ***Committee on Revision of Syllabus***

  This committee has been introducing revised state board syllabi for classes 6 to 12 in a phased manner from the year 2003-04.

- ***Committee on Codification of Education Rules***

  The report of this committee, formed in 2002 to look into the various education acts, rules, manuals, and codes in Tamil Nadu state, is still awaited.[62]

- ***Committee on Nursery and Primary Schools***

  Similar to the committee on matriculation schools, this committee was formed in 2000.[63]

The latest curricula and syllabi for State Board and Matriculation schools can be accessed online, at http://www.tn.gov.in/schoolsyllabus/ and http://www.tn.gov.in/matric/ respectively.

The Directorate Of Government Examinations[64]

The Directorate of Government Examinations was institutionalised as a separate directorate in February 1975. Prior to its formation, the then Director of Public Instruction / Director of School Education was the ex-officio commissioner for government exams in the state.

The Directorate has six Regional Deputy Directorates of Government Examinations scattered around the state, in the following locations: Madurai, Coimbatore, Tiruchirappalli (Trichy), Tirunelveli, Cuddalore, and Vellore.

The first Secondary School Leaving Certificate (SSLC) ('state board') (after class 10) exam was conducted in the year 1911. More examinations were begun as follows:

Name of Examination   Year Commenced
Matriculation   1979
Anglo-Indian   1979
HSC   1980
(Higher Secondary Certificate, Class 12)

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[62] GO MS. No. 177 School Education 14 November 2002, and amendment GO 1(D) No. 2 School Education 03 January 2003

[63] GO MS No. 81 School Education 29 March 2000

[64] http://www.tn.gov.in/dge/history.htm, accessed 12 July 2005, and also *Tamil Nadu Educational* Manual, p.164

Although Matriculation schools follow the curriculum prescribed by the Board of Matriculation Schools, the actual conduct of the examination is handled by the DGE.

At present (July 2005) the Directorate conducts examinations written by around 15 lac students every year. Apart from academic stream examinations, the directorate also conducts examinations for various vocational stream subjects (see point 5 under 'Courses of Study in Different Types of Schools' above).

A detailed list of the exams conducted by the Department of Government Examinations may be found in Appendix 2 at the end of this paper.

Student Profile[65]

The directorate conducts a public examination after class 8 solely for private candidates, enabling students who have dropped out of school for whatever reason to gain some sort of educational qualification. Likewise, private candidates are permitted to appear for the SSLC and HSC examinations either directly or compartmentally (see below).

Only students from schools recognised by the government are permitted to appear at school-leaving examinations as general candidates; others must appear as private candidates.

No student below the age of 14 on the first day of the month in which the examinations are held is permitted to appear at a school-leaving certificate exam.[66]

Supplemental Examinations[67]

SSLC and OSLC (Oriental School Leaving Certificate Examination) exams are conducted thrice yearly:

1) The regular examinations in March/April
2) Special supplementary examinations in June/July
3) Regular supplementary examinations in September/October

Compartmental Examinations

This is a facility provided by the DGE enabling students who have narrowly failed in a few subjects to retake only those papers, instead of writing all the papers regardless of their marks in them.

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[65] *Ibid.*
[66] *Educational Manual*, p.66
[67] *Ibid.*

Concessions Extended to Select Students[68]

(a) Fees

Students belonging to SCs/STs, and students from the OBC and MBC category whose parents' income is less than Rs.50,000 per annum are totally exempted from paying examination fees (currently Rs.115)

(b) Differently abled students

- Blind candidates are exempted from examination fees and are provided with scribes. They do not, however, get extra time to complete the paper.

- Deaf and mute candidates are exempted from exam fees and need not offer a second language paper. They too do not get extra time.

- Physically handicapped and dyslexic candidates (with appropriate certification) are provided with a scribe and are allowed one and a half hours extra writing time in the examinations. However they do not enjoy exemption from exam fees.

Eligibility for a Pass[69]

A Pass in the SSLC examination requires a minimum of 35% of marks in each one of the five subjects. This includes passing under the compartmental system also.

A pass in the OSLC examination requires a minimum of 35% of marks in each subject. Social Science or Tamil/Mother Tongue is an optional subject for the OSLC exam and marks obtained in this paper do not count towards the pass grade. However, all candidates are required to attend classes in this subject compulsorily – only writing the exam is optional.

Scheme of Examination

Refer to appendix 3 at the end of this paper.

Transparency Measures[70]

The DGE offers the following measures to increase transparency in its evaluation system:

(a) Issue of photocopies of marked answer scripts:

For students wishing to know how and where they lost marks in their public examinations, this is an extremely useful measure that is not offered even by some private education boards such as the CISCE. The subjects in which this facility is offered are Physics, Chemistry, Biology, Botany, Zoology, and

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[68] *Ibid.*

[69] *Educational Manual*, p.67

[70] http://www.tn.gov.in/dge/transperancy.htm [sic], accessed 18 July 2005

Mathematics. However this applies only to the HSC (Higher Secondary Certificate – class 12) examination.

(b) Re-evaluation:

Re-evaluation entails re-marking of the entire paper in a subject by an evaluator different from the original one. This costs more than a simple re-totalling of the marks in a paper and has the drawback that the second evaluation may result in even lower marks than the first one. The subjects in which this facility is offered are the same as in the above paragraph.

(c) Re-totalling:

This is a simple checking of the answer script to check that no questions have been left unmarked and there is no error in the total marks. Again this has the potential drawback of lowering of the total. This facility is offered in all subjects in the HSC (class 12) examinations as well as the SSLC, OSLC, Matriculation, and Anglo-Indian public examinations (all class 10).

Commentary on the Liberal Award of Marks in Government Exams

The various Tamil Nadu State Board examinations (used here to mean the SSLC, OSLC, and HSC) examinations have long had a reputation for awarding marks far greater than that of the CBSE, CISCE, and even other state boards' examinations. Thousands of students each year obtain 'centums' in one or more papers. 'Centum' is a word common in Tamil Nadu and means cent per cent. A similar phenomenon is seen in the neighbouring state of Andhra Pradesh and as a result institutions such as the Birla Institute of Technology and Science (BITS) in Pilani, Rajasthan, that until recently admitted students on the basis of their marks in their respective school-leaving exams (suitably normalized) have a proportion of students from Tamil Nadu and Andhra far in excess of what would normally be expected.

Although the number of centums in the SSLC and HSC examinations fell in 2005 as compared to 2004, and this was blamed on the new syllabus introduced by the government – widely felt to be 'tougher' than the old one – the pass percentages actually rose.

The following table gives an idea of the number of students writing the various board exams in March/April 2004:[71]

Examination	No. of candidates who appeared	No.of candidates who passed	Percentage of Pass
Higher Secondary (+2)	506754	386653	76.30
SSLC	664900	514391	77.40
Matriculation	85998	77360	90.00
Anglo-Indian	4787	4528	94.60

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[71] *Policy Note 2005-06*

The Tamil Nadu Textbook Corporation[72]

The Tamil Nadu Textbook Corporation (TNTC) was established in the year 1970. It is responsible for the print and supply of the following books:

- Textbooks for classes 1 to 12 of State Board schools
- Class 10 books for Matriculation and Anglo-Indian schools
- Textbooks for minority language students, from classes 1 to 10
- Language books for +1 and +2 (classes 11 and 12) students
- Readers until class 12
- *Ariviyal Tamil* textbooks from LKG (lower kindergarten) until class 12
- Special guides for classes 10 and 12 for Adi-Dravidar, Backward Class, and Most Backward Class students
- Question Banks, Model Question Paper booklets, and guides for the TNPCEE (Tamil Nadu Professional Courses Entrance Examination) and other professional entrance examinations
- Source books [sic] for the Diploma in Teacher Education Course
- Notebooks of various shapes, sizes, and thicknesses for schools, government offices, and the general public

These textbooks are printed both in English and Tamil unless they are language books, in which case they are printed in the language concerned.

Distribution

Textbooks are available commercially at booksellers; they are also distributed directly to schools. They are distributed through twenty-one regional offices of the TNTC. The regional offices distribute the textbooks to the offices of the School Education Department and other Welfare Departments, which in turn distribute them to schools theoretically well in advance of the start of each academic year (1 June), enabling the students to have the text books immediately on the reopening of schools.

Textbooks meant for commercial sale are distributed through a network of 42 District Cooperative Societies at the wholesale level and 2000 private retailers at the retail level. A Sales Emporium functions on all working days at the administrative office of the Corporation at Chennai.

Free Textbooks

At the present time (July 2005) the Tamil Nadu Textbook Corporation prints and distributes free textbooks to all students enrolled in classes 1 to 10 in all government and government-aided schools. This policy decision was effected from the 2005-06 academic year. Prior to this, free textbooks were supplied only from classes 1 to 5 and also to the noon-meal scheme beneficiaries in classes 6 to 8 in *panchayat*, government and government-aided schools. The production cost is reimbursed to the TNTC by the State Government.

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[72] *Ibid.*, p.19

Besides this, the Adi-Dravidar and Tribal Welfare, Backward Classes and Minorities Welfare, Most Backward Classes and Denotified Communities Welfare Departments also supply free textbooks to their respective wards.

The free textbook policy of the government has, however, adversely affected commercial textbook retailers around the state. As the textbooks were purchased from the TNTC on a no-return basis, retailers are left with large stocks and a reduced customer base. According to a retailer, each shop has a textbook stock worth at least Rs 40,000 and hence small dealers are the worst affected. The Tamil Nadu Book Seller's Association, based in Madurai, has appealed to the government to take back their stocks of books from classes 1 to 10 (the classes in which the free-textbook policy applies) and replacing them with higher secondary (classes 11 and 12) books, which do not fall under the free distribution scheme.[73]

Tsunami Relief Measures

The tsunami that struck, among other areas, coastal Tamil Nadu on Boxing Day 2004 killed hundreds of schoolchildren and disrupted the education of hundreds more by destroying not only their homes and possessions but also their schools. The state government undertook the following relief measures directed directly at school students affected by the tsunami:

- Free supply of textbooks and two sets of uniforms
- Issue of duplicate certificates without payment of fees by the Directorate of Government Examinations – 263 duplicate SSLC (class 10) certificates and 150 duplicate HSC (class 12) certificates were issued by summer of 2005
- Exemption from submission of replacement practical record books and award of the maximum 20 marks for the same to class 12 students who lost theirs in the tsunami
- A separate public examination for class 10 (SSLC/Matriculation/Anglo-Indian/but NOT OSLC) and class 12 (HSC) students studying in schools affected by the tsunami. 10,181 HSC students, 16,564 SSLC students, and 126 matriculation students enrolled for these special examinations
- Exemption from tuition and special fees for students studying in all education institutions (schools, ITI's, government colleges and universities, and polytechnics) in tsunami-affected areas. These fees were borne by the state government and this policy is to extend to the 2005-06 academic year as well.

Education and Human Development Issues in Tamil Nadu

All data in this section is taken from pages 7-9 of the *Tamil Nadu Human Development Report 2003*, published by the Government of Tamil Nadu in association with the Social Science Press and the United Nations Development Program. This report makes for interesting reading but raises more questions than it answers, from the point of view of this paper. Proper study and analysis of the report along with its source data would be highly illuminating to people studying the state of education in Tamil Nadu. The original source of any of the data given here is not known at the time of writing.

The report can be found on the Internet at: http://hdrc.undp.org.in/shdr/TN/. Excerpts are also

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[73] http://www.hindu.com/2005/04/16/stories/2005041613920300.htm, accessed 18 July 2005

given in full in appendix 1 at the end of this paper.

Literacy Rates and Gender Inequality

Literacy rates may be taken as a crude indicator of the state of primary education in a given area. By 2001 Tamil Nadu's literacy rate ranked as the third among Indian states. Growth figures during the decade 1991-2001 may be summarised as follows:

>Overall literacy rate: from 62.7% to 73.47% (1991 and 2001 figures)
>Male literacy rate: from 73.75% to 82.33%
>Female literacy rate: from 51.33% to 64.55%

The ratio of male literacy to female literacy came down from 1.4 in 1991 to 1.27 in 2001, indicating an overall narrowing of the gender inequality ratio in the State. However, wide disparity exists in the districts where gender and social groupings appear to make a difference. This gender discrimination, evident in almost all districts, and the low level of rural literacy rates need careful analysis and appropriate strategies.

Enrolment Rates

It would appear that the primary reason for children dropping out of school is the opportunity cost of their education, although it would be absurd to pay children to come to school this is the rationale behind the various schemes operated by the government to increase enrolment in schools. It is often seen that dropouts at school form part of the industrial labour workforce or are child workers at home and about 50 per cent of girls in the age group 10-14 years belonged to this group.

In primary education, Tamil Nadu has been a pioneer in the introduction of various incentives to enhance the enrolment percentages of (mainly rural) children in schools. The Nutritious Meal Scheme, introduced in 1982 to cover all rural children in the age group 2 to 9 years, was extended to cover both urban and rural children in the age group 2 to 15 years in 1984. Its initial purpose was to encourage universal enrolment, ensure nutritional support, and retain children in schools at the primary level. Other incentives like free textbooks until class 8 and free uniforms have helped 6.04 million beneficiaries stay in school.

Enrolment levels in primary classes witnessed an overall increase from 1975-76 until the mid-90s, along with a distinct narrowing of the gender gap. A drop in the enrolment levels occurred in the 1990s but this could possibly be attributed to declining birth rates. A similar situation existed at the middle school levels (classes 5 to 8) where growth in enrolment over the same period witnessed an increase of nearly 161% along with an improvement in gender ratios.

Though an overall gender differential is not striking, it is most visible in the low-performing districts of Cuddalore, Villupuram, Perambalur and Pudukkottai. Special programs have been designed for these districts to improve the quality of education, infrastructure and teacher training standards.

Dropout rates at the primary level recorded a steady fall in the last decade with the male dropout rate being 12.98 per cent and the female rate being 16.15 per cent, including children repeating a year. Repeaters make up about 14.31 per cent of the enrolment in primary classes. The overall efficiency of the school system is strongly influenced by this high level of repetition.

Distribution of Schools

The availability of schools in Tamil Nadu more than meets the required criteria of every 300 pupils having a primary school within a distance of 1 km. In fact, the declining birth rate makes it necessary to undertake a rational assessment of the needs of a specific area before opening new schools. This is provided for in the various manuals and rules regulating education in the state: an application for recognition of a new school must contain information about the density of schools in the area around the proposed new schools.

The pupil-teacher ratio for primary schools in Tamil Nadu at 38 is better than the national average of 40, but variations across the districts need to be narrowed. For example, in the Nilgiris the pupil-teacher ratio was 30 while in Villupuram it was as high as 57. This imbalance requires greater teacher management skills, together with devising appropriate transfer policies, especially in the remote areas. Incentives need to be designed to reward teachers who perform well, and headmasters need to play a more positive role in teaching as well as in administration.

Conclusion

Tamil Nadu appears, at first glance, to have in place a relatively solid educational system, with revamped syllabi being introduced in the last couple of years. Note that although the educational system may be good, the quality of education, especially in rural areas, is not up to the mark as evidenced by the table given in appendix 6. However proper statistical analysis of dropout rates across school management types and rural/urban schools is needed before a definite verdict on the state of CET in Tamil Nadu can be pronounced. Statistical analyses are necessary as opinions on the same can vary drastically.

Infrastructure in the state is generally good and literacy levels are among the best in the nation. A large number of Acts, Rules, Codes, Manuals, Schemes, Government Orders, and other documents ensure that the regulatory framework governing all levels of education in the state is firmly in place. Furthermore, these regulations are regularly updated. Most schools within the state follow curricula, syllabi, and textbooks and write exams prescribed by the state government, unlike in some states. A large number of officers at the district and state level and the fact that the two departments of education account for nearly a third of the total number of state government employees both indicate the state government's lasting commitment towards improving education in the state, both in terms of numbers and in terms of quality. Post-school education in the state is extremely well developed, especially in the private sector. Engineering colleges in particular are a dime a dozen and this has inevitably led to quality issues, with many colleges seemingly geared towards nothing more than profit-making – something expressly forbidden in all the state regulations.

Public examinations too are well entrenched although the policy of asking questions in government examinations solely from the prescribed textbook – rather than from the prescribed syllabus – for decades has led to students in state board, Oriental, Anglo-Indian, and Matriculation schools having an unfair advantage over students of national or international boards in any situation where un-normalised, absolute school marks are taken into account. In South India the high-mark phenomenon is known and allowances made accordingly, but many a North Indian might well raise more than one eyebrow upon seeing the marks of the best urban-educated state boarders!

Government textbooks in Tamil Nadu might be criticised as being simplistic but in reality they are of extreme usefulness to exam-oriented students across boards, for they present highly relevant information in a concise, easy-to-understand manner. The science books at the higher secondary stage in particular helped this author to grasp more than one topic in the blink of an eye!

Communities and parents, especially in rural areas, have a vital role to perform in the education of children. If the current government policy of universal elementary education is indeed to be achieved by the end of the current decade, a multi-pronged strategy needs to be introduced where parents, through participation in the education of their children, realise the value of educating both boys and girls for the economic and social benefit of the family. Other important policies could include lowering of the opportunity costs of girls' education, creating more scholarships for girls, making the curricula more gender-sensitive, recruiting more women teachers and involving the rural community in the development and planning of education for the youth. This would narrow the gender gap and enhance female education, both important indices for human development. Vocational training should be structured so as to enable students to find gainful employment, while tertiary education should be updated to prepare all youth for the demands of the job market, not just those in the progressive colleges in the big cities.

More points are given at the end of the Tamil Nadu Human Development Report (HDR), given in appendix 1.

Limitations of This Project

Although this paper represents the outcome of well over a month's full-time research and writing, it leaves much to be desired even to the author.

It would be desirable to provide a detailed temporal and/or spatial statistical analysis of the number of pupils writing the different board examinations and competitive entrance examinations in the state each year, giving figures such as pass/fail percentages, number of 'centums', performance of protected classes of society, urban-rural variation, and variation among various types of schools.

In addition, the following questions are raised but not answered by this paper:

1) What are the large numbers of students failing in English that led the government to introduce English language laboratories in schools? (page 7) Why are they failing?

2) What is the basis for the claim that the no-detention policy will not lead to a compromise on the quality of education? (page 9)

3) How can private societies have not been permitted to open schools prior to 1991? (page 11)

4) More research is needed on religious schools operating outside the regular, secular school system (such as *madrasas* and their Hindu equivalents), focussing on their Curricula, Exams, and Textbooks policy and government regulation (or lack of it) of the same.

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Appendices

Note: Material in the appendices is quoted verbatim: they have not been edited for grammatical errors.

Appendix 1

Excerpts from *Synopsis of Tamil Nadu HDR (2003)*

In the social sectors of health, literacy and education the state [Tamil Nadu] has taken some impressive strides. Life expectancy at birth has improved over the past three decades, while the total fertility rate has shown a declining trend. The State's policy of "Health for All by the Year 2000" with sharp focus on immunisation and control of endemic diseases has had a positive impact, though some areas of concern remain like infant and maternal morbidity and mortality and inadequate health care facilities. Tamil Nadu's human development achievements have been due largely to its educational heritage. The literacy rate has been increasing progressively, and the government has invested forcefully in the rural education infrastructure. This has resulted in a growth in years of schooling to 6.4 years which is much higher than the national average of 5.5 years making Tamil Nadu a close third to Kerala (8.1) and Maharashtra (7.1). Tamil Nadu is also the first State in the country to make computer education available at the secondary and high school level.

The Tamil Nadu Human Development Report is important as it provides insights into the process of development in a State characterised by heavy industrialisation, urbanisation, better growth rates and poverty levels which are below the national average. It not only identifies problem areas, it also assesses the successes of Tamil Nadu, especially in the areas of women's empowerment and social development. Based on a candid appreciation of the ground reality, the document highlights the future thrust areas for the government and civil society in the State.

(paragraphs from pages 1 and 2)

Literacy and Education

Tamil Nadu has a rich heritage in education. Though the early Christian missionaries used English as the medium of instruction, the national movement spurred education in the vernacular from 1910 onwards. Leaders like G.K. Gokhle championed educational development in the villages. By 1920 local bodies were given the power to raise funds for education making it possible to introduce compulsory primary education in selected areas. By 1941, Tamil Nadu's literacy rate was almost comparable to the all-India position, and by 2001 Tamil Nadu reached the third position among the major States of India.

While the overall literacy rate had gone up from 62.7 per cent in 1991 to 73.47 in 2001, male literacy level grew even more from 73.75 per cent to 82.33 per cent in the same period. Equally encouraging was the growth in the literacy rate for females, which went up from 51.33 per cent in 1991 to 64.55 per cent in 2001. The ratio of male literacy to female literacy also came down from 1.4 in 1991 to 1.27 in 2001, indicating a narrowing of the gender inequality ratio in the State. Despite this, wide disparity exists in the districts where gender and social groupings appear to make a difference. This gender discrimination, evident in almost all

districts, and the low level of rural literacy rates need careful analysis and appropriate strategies.

In primary education, Tamil Nadu has been a pioneer in the introduction of various incentives to enhance the enrolment of school children. The Noon Meal Scheme, introduced in 1982 to cover all rural children in the age group 2 to 9 years, was extended to cover both urban and rural children in the age group 2 to 15 years in 1984. Its initial purpose was to encourage universal enrolment, ensure nutritional support, and retain the children in schools at the primary level. Other incentives like free text books until Class VIII and free uniforms have seen 6.04 million beneficiaries of this scheme. Enrolment levels in primary classes witnessed an overall increase from 1975-76 until the mid 90s inclusive of a distinct narrowing of the gender gap. A drop in the enrolment levels in the 90's could be attributed to the declining birth rates. A similar situation existed at the middle school level where growth in enrolment over the same period witnessed an increase of nearly 161 per cent along with an improvement in gender ratios. However, the decline of the 90s needs to be checked. Though an overall gender differential is not striking, it is most visible in the low performing districts like Cuddalore, Villupuram, Perambalur and Pudukkottai. Special programmes have been designed for these districts to improve the quality of education, infrastructure and teacher training standards.

Drop out rates at the primary level recorded a steady fall in the last decade with the male drop out rate being 12.98 per cent and the female rate being 16.15 per cent. In some cases, the total drop out rate included repeaters. Data revealed that repeaters make up about 14.31 per cent of the enrolment in primary classes. This phenomenon needs further analysis. The overall efficiency of the school system is strongly influenced by this high level of repetition and better indicators can be developed to monitor and improve the level of education imparted.

The availability of schools in Tamil Nadu more than meets the required criteria of every 300 people having a primary school within a distance of 1 km. In fact, the declining birth rate makes it necessary to undertake a rational assessment of the needs of a specific area before opening new schools. The pupil-teacher ratio for primary schools at 38 is better than the national average of 40, but variations across the districts need to be narrowed. For example, in the Nilgiris the pupil-teacher ratio was 30 while in Villupuram it was as high as 57. This imbalance requires greater teacher management skills, together with devising appropriate transfer policies, [e]specially in the remote areas. Incentives have to be designed to reward teachers who perform well, and headmasters need to play a more positive role in teaching as well as in administration.

Communities and parents also have a vital role to perform in the education of children. A multi-pronged strategy needs to be introduced where parents, through participation in the education of their children, realise the value of educating both boys and girls for the economic and social benefit of the family. Other important policies could include the lowering of the opportunity costs of girls' education, providing free education to the economically and socially backward communities, creating more scholarships for girls, making the curricula more gender sensitive, recruiting more women teachers and involving the community in the development and planning of education for the youth. This would narrow the gender gap and enhance female education, both important indices for human development. Vocational training should be structured so as to enable students to find gainful employment, while tertiary education should be updated to prepare the youth for the demands of the market.

The expenditure on education in the State for the year 1999-2000 was Rs.41.39 billion, which formed 19.9 per cent of the total revenue expenditure of Rs.207.03 billion. This amount represents a minor drop from the previous year, but Tamil Nadu managed to sustain its good performance in education due to the existing levels of infrastructure as well as the strong presence of the private sector, especially in higher education. In order to reduce regional disparities in education, Tamil Nadu has to make concerted efforts to bring the backward districts of the State into focus, make investments in areas that will benefit the local people and bring them on par with the other the districts of the State.

(paragraphs from pages 7 and 8)

The Road Ahead: Tamil Nadu in the New Millennium

Educational attainment

• Introduce a new policy framework, with an appropriate reallocation of financial resources, to achieve the goal of universal elementary education by the end of the current decade.

• Undertake a rational assessment of needs before opening new schools in the context of a declining birth rate.

• Ensure that all school age girls attend school, at least at the elementary level.

• Increase the number of non-formal education projects to cover the estimated 1.5 million drop outs in the age group 9-15 years.

• Improve school infrastructure, reduce the pupil-teacher ratio to manageable levels in rural areas and provide training in multi-grade teaching.

• School syllabus should be child-centred and constantly revised to make learning enjoyable.

• Revamp adult literacy efforts and ensure that neo-literates do not relapse into illiteracy.

• Actively involve local communities and parent teacher associations in the running of schools at the primary and upper primary levels to increase enrolment and improve the quality of teaching.

(paragraphs from pages 11 and 12)

Appendix 2

Table giving all the exams conducted by the DGE, found on pp. 64-65 of the *Tamil Nadu Educational Manual*.

156. THE LIST OF THE VARIOUS EXAMINATIONS CONDUCTED BY THE DEPARTMENT OF GOVERNMENT EXAMINATIONS AS ON 01.01.2003

S.No.	Name of the Examination	Session
1	i. SSLC Public Examination	March/June/October
	ii. OSLC Public Examination	March/June/October
2	Higher Secondary Examination (General Education and Vocation Courses)	March/June/September
3	Anglo-Indian School Leaving Certificate Examination	March/June/October
4	Matriculation Examination	March/June/October
5	Diploma in Teacher Education Examination (I & II)	April
6	ESLC Examination for Private candidates	December
7	Diploma Examination in Teaching the	
	i. Special Blind	June
	ii. Senior Grade Blind	June
8	Diploma Examination in Teaching the Deaf	September
9	Technical Examination in Agriculture (Lower & Higher Grade)	May
10	Technical Examination in Handloom Weaving (Lower and Higher Grade)	May
11	Technical Examination in Drawing Group i. Drawing Design (Lower and Higher Grades) ii. Free Hand Outline and Models Drawing (Lower and Higher Grades) iii. Geometrical Drawing (Lower and Higher Grades)	November
12	Technical Examination in i. Painting (Lower and Higher Grades) ii. Modeling (Lower an Higher Grades)	November
13	Technical Examination in Needle work and dress Making (Lower and Higher Grades)	November
14	Technical Examination in Embroidery (Lower and Higher Grades)	November

15	Technical Examination in Tailoring (Lower and Higher Grades)	November
16	Technical Examination in Indian Music (Lower and Higher Grades)	November
17	Technical Examination in Dancing (Lower and Higher Grades)	November
18	Technical Examination in Printing Group i. Type Casting ii. Machine Work iii. Stereo Typing iv. Compositor's Work v. Printer's Ware House Work vi. Proof Reader's Work vii. Press Work viii. Book Binding (Lower and Higher Grades)	November
19	Teachers Certificate in Physical education (Higher Grade)	April
20	Tamil Pandit Certificate Examination	March/October
21	Diploma in Anglo-Indian Teacher Training Education	April
22	Teacher's Certificate Examination in Indian Music	April
23	Indian Music Additional Practical Examination	November
24	Diploma in Music Teaching	May
25	Sanskrit Prak Siromani Examination	May
26	Natya Visharadha i. Bharatha Natyam ii. Nattuvangam	May
27	Vadya Vishardha in i. Nathaswaram ii. Thavil iii. Flute iv. Mirudhangam v. Khadam vi. Kanchira vii. Moresing	May
28	Sangeetha Vidwan Title Examination (ISAIKALAIMANI)	May
29	Final Examination in Indian Music for Evening Class Students	May
30	Teaching the mentally retarded Children Diploma Examination	June
31	National Talent Search Examination	October
32	Tamil Nadu Rural Students Talent Search Examination	May

Appendix 3

Table with scheme of SSLC and OSLC examinations (p.67 of *Tamil Nadu Educational Manual*)

Scheme of Examination

Examination will be conducted for the following subjects on the dates fixed by the Director of Government Examination every year. Duration of each examination is 21/2 hours.

Subject	SSLC	OSLC
Part A	Tamil or Mother Tongue Language Paper-I	Tamil or Mother Tongue Language Paper-I
Part A	Tamil or Mother Tongue Language Paper-II	Main Language Paper I Sanskrit/Arabic/Pession
Part B	English Paper I	English Paper II
Part B	English Paper II Mathematics Science Social Science	Advanced Paper III Main Language English Paper I English Paper II Mathematics Science Social Science Compulsory subject but not taken into account for eligibility purpose.

In Language the Question Papers in Paper-I and Paper-II will be in Tamil or Mother Tongue i.e. Tamil, Telugu, Malayalam, Hindi, Gujarathi, Kannada and Urdu.

For Non Language subjects the following mediums are permitted. Tamil or mother Tongue, Telugu, Malayalam, Kannada, Hindi and English.

Appendix 4

State tops in education through government schools - article in *New Indian Express,* 17 April 2005:

The World Bank has rated Tamil Nadu as the number one state in delivering education through Government schools, Chief Minister J Jayalalithaa announced on Wednesday.

In a suo motu statement in the Legislative Assembly, she said the World Bank had assessed the delivery of education in Government schools across the country on criteria, including accessibility of Government School; proportion of families patronising the school; and the academic-cum-teaching facilities in these institutions.

Based on its assessment it had concluded in a report on 'Attaining the Millennium Development Goals in India' that Tamil Nadu stood number one in this category.

Jayalalithaa said the state was giving priority to enhancing infrastructural facilities and overall academic environment in schools and colleges. Towards this end, Rs 4,348.41 crore and Rs 741.77 crore were earmarked for school and higher education respectively for 2005-06.

The state has decided to establish science laboratories in 840 Government High and Higher Secondary schools utilising Rs 71.03 crore surplus funds from the Tamil Nadu Textbook Corporation.

Once this was completed, all the 3,539 Government High and Higher Secondary schools would have laboratory facilities, she added.

Besides, additional classrooms would be constructed in 549 Government High and Higher Secondary schools at a cost of Rs 232.13 crore, including a Rs 184.9 crore loan component from the NABARD. Already, the Government had initiated a NABARD-funded project three years ago for upgrading facilities at 605 schools of which 306 were completed.

The remaining 299 schools would be covered in three months. The project to construct 15,644 classrooms for Standards I to VIII under the Sarva Shiksha Abhiyan scheme too would be completed soon.

The Government would appoint 500 junior lecturers on a consolidated monthly pay of Rs 6,000 in constituent colleges (erstwhile Government institutions) who would be given regular pay scales after five years, she said. Similarly permission would be granted to recruit 300 junior lecturers in aided colleges

Appendix 5

16.18 TIME SERIES DATA-EDUCATIONAL INSTITUTIONS AND ENROLMENT OF STUDENTS

Year	Pre-Primary Primary and Middle Schools		High and Higher Secondary including Anglo Indian and Matriculation Schools		Schools for Professional and Special Education		Institutions for other Professional Education	
	No.	Students in '000	No.	Students in '000	No.	Students in '000	No.	Students in '000
1986-87	34959	8092	4366	3189	197	26	358	84
1987-88	35090	8292	4529	3378	190	26	342	86
1988-89	35088	8348	4709	3620	191	26	330	86

1989-90	35164	8449	4934	3824	196	26	351	74
1990-91	35626	8552	5144	4012	214	27	609	87
1991-92	35607	8690	5247	4165	220	28	547	98
1992-93	35728	8794	5368	4355	224	28	636	100
1993-94	35844	8899	5491	4545	248	31	612	105
1994-95	35949	8950	5658	4793	235	25	694	124
1995-96	36040	8979	5909	5066	235	24	758	132
1996-97	36122	10236	6308	2153	377	24	798	128
1997-98	36269	7219	6740	5405	327	28	799	94
1998-99	36389	6892	7357	5395	369	31	1034	115
1999-00	36792	9428	7843	5177	369	32	NA	NA
2000-01	36852	6345	7939	5265	351	31	1161	112
2001-02	37304	6646	8511	5036	246*	27*	1158	131
2002-03	38061	6300	9237	6263	161*	21*	1194	124
2003-04	39067	6529	8995	6438	N.A.	N.A.	N.A.	N.A.

* Government Institutions only.
Source: Respective Heads of Department and Institutions.

16.1 SCHOOL AGE POPULATION AND ENROLMENT 2003-04				
Age Group	**Sex**	**Population in Lakhs**	**Enrolment in Lakhs**	**Percentage of Enrolment**
6 TO 11	Boys	34.45	34.10	98.98
	Girls	32.15	31.81	98.94
	Total	66.60	65.91	98.96
11 TO 14	Boys	19.18	18.71	97.55

	Girls	18.98	17.30	91.15
	Total	38.16	36.01	94.37
14 TO 16	Boys	12.95	9.20	71.04
	Girls	11.98	8.40	70.12
	Total	24.93	17.60	70.60
16 TO 18	Boys	12.63	5.08	40.22
	Girls	12.98	5.07	39.10
	Total	25.61	10.15	39.63
6 TO 18	Boys	79.21	67.09	84.70
	Girls	76.09	62.58	82.24
	Total	155.30	129.67	83.49

Source: Director of School Education, Chennai-6.

Appendix 6

Excerpts from the *Status of Learning Achievements in India* report by the research consultant Sujata Reddy, commissioned by Azim Premji Foundation and released in 2004:

The tables below try to capture the reality of levels of learning among children.

Table 1

Percentage of boys and girls securing more than 60% Marks

STATE	IV / V BOYS	IV / V GIRLS	VII / VIII BOYS	VII / VIII GIRLS
Andhra Pradesh	59.90	59.12	52.62	54.75
Assam	21.17	18.52	14.72	13.09
Bihar	32.14	31.86	23.87	24.00
Gujarat	53.88	54.29	59.07	63.27
Haryana	29.89	30.11	16.40	17.50
Himachal Pradesh	44.91	46.55	16.98	19.04
Jharkhand	22.89	22.60	19.97	20.19
Karnataka	59.37	60.49	44.26	48.98
Kerala	38.90	42.85	35.92	41.16
Madhya Pradesh	23.73	23.05	18.99	21.96
Maharashtra	63.16	62.38	25.34	26.98
Orissa	10.50	9.52	12.17	11.93
Rajasthan	52.50	51.22	46.97	48.48
Tamil Nadu	44.64	47.63	24.95	26.69
Uttar Pradesh	39.34	38.29	32.56	36.70
Uttaranchal	40.23	36.05	24.22	23.95
West Bengal	40.21	38.40	23.31	21.40

Source: DPEP Report Cards in Sinha A. 2003.

Table 1 portrays the dismal academic performance of children, considering that a large number of class IV/ V children complete primary school with less than 60 % marks. Such children are unlikely to complete middle/secondary school, as academic load increases after this stage (*Sinha A. 2003*). The fact that most children are far below the mastery levels, in tests, indicates a major gap in the understanding levels of children. It is essential to gain mastery over competencies, such as reading, writing, and numerical operations, since children would have serious problems at higher levels if these are not mastered at the primary stage.

Table 2

Mean achievement scores of class-IV students

State / district	Mean Achievement Score in Language for Boys : Class – IV	Mean Achievement Score in Language for Girls : Class – IV	Mean Achievement Score in Mathematics for Boys : Class – IV	Mean Achievement Score in Mathematics for Girls : Class – IV
Haryana				
Jind	58.85	55.90	46.82	46.35
Kaithal	45.30	52.66	42.31	48.19
Chattisgarh				
Bilaspur	53.88	50.52	41.59	38.20
Raigarh	50.12	46.06	33.17	33.93
Madhya Pradesh				
Betul	66.09	67.53	62.09	61.76
Dhar	59.94	59.33	48.13	46.01
Tamil Nadu				
Dharmapuri	71.46	69.92	61.50	60.69
Villupuram	68.00	67.56	62.28	62.49

Source: *Gautam S K S 2002*

A brief glimpse of the mean achievement scores of Grade IV children, as given in Table 2, reveals the poor academic performance of boys and girls in language and maths.

Table 3

The dropping enrolment scenario

Class	Boys (in millions)	Girls (in millions)	Total (in millions)
Class – I	17.1	13.4	30.5
Class – II	13.4	10.4	23.8
Class – III	12.2	9.6	21.8
Class – IV	11.0	8.6	19.6
Class – V	10.2	7.8	18.0
Class – VI	9.4	6.6	16.0
Class – VII	8.3	5.9	14.2
Class – VIII	7.6	5.0	12.6
Class – IX	6.2	4.0	10.2
Class – X	5.4	3.4	8.8
Class – XI	2.4	1.6	4.0
Class – XII	2.1	1.4	3.5

Source: MHRD Selected Educational Statistics 2000-2001.

The fact that children are not learning is also evident from the dropping enrolment scenario, there being 30.5 million children in class I and only 3.5 million in class XII. The dropping enrolment reflects low learning in the system since most children are not completing grades for which they are enrolled (*Sinha A. 2003*).

Even though children progress in primary grades due to the non detention policy, in practice, little learning is taking place. Children are pushed from one grade to the next, irrespective of how much they are learning. Findings from a number of studies reveal that class III/ IV children are not able to read and write even simple sentences. Thus something is surely wrong with the learning outcomes of children (*Ramachandran 2003, Dhankar 2002, Batra 2002, Dewan 2002*).

Another factor contributing to the declining learning levels in schools is the curriculum load at each level, which makes it difficult for children to cope with the increased quantity of facts and information. This has encouraged students to go in for private tuitions. A heavy curriculum works against the first generation learners coming from poor background, who neither receive academic support at home nor can afford tuitions. As a result of the curriculum load, schools have lost sight of kindling creativity, developing a critical mindset in children, and inculcating a value system based on the tenets of our constitution (*Ramachandran 2004*).

Evidence of limited learning in government schools is also obtained from the growing belief that these schools are failing to provide basic learning opportunities, while the demand for quality basic education is increasing (*Sinha A. 2003*). This has spurred the expansion of the private unaided schools. The social composition of the government school comprising children of poorest households, many of whom are first generation learners, has made it a place where almost no learning is taking place. According to Shanta Sinha, the withdrawal of the elite from these schools has made them non-performing and non-accountable entities (Shanta Sinha in *Sinha A. 2003*). The decline of the government schools is probably the reason behind the phenomenon of the private schools thriving in India.

(paragraphs from pages 5 to 7)